

Pendleton: Planning an Exciting Future

Matt Lievertz - April 30, 2011



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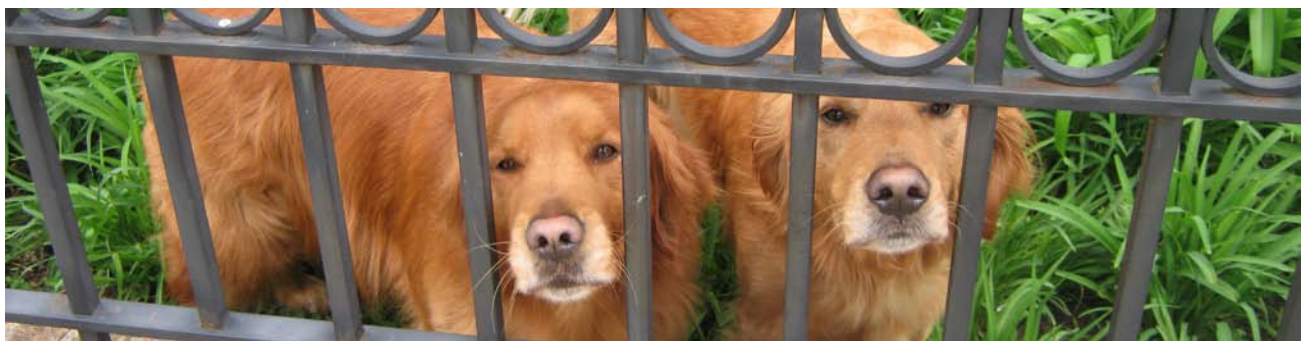
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(F.1) Cover: Pendleton's symbol and inspiration.
The Falls on Fall Creek. 2011.

(F.2) Below: A safe and attractive community.
Dogs behind fence. 2011.

(F.3) Right: Involved citizenry. **Donor recognition at the History Museum. 2011.**



Pendleton: Planning an Exciting Future

A Landscape Architecture Comprehensive Project

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(F.4) Above: Community services located downtown. **Pendleton police station.** 2011.

(F.5) Right: Pendleton's seat of government. **Pendleton Town Hall.** 2011.

Pendleton: Planning an Exciting Future

Pendleton, Indiana is an historical small town located in Madison County, Indiana, just northeast of Indianapolis along the Interstate 69 corridor. Pendleton's long history encompasses important events of national and regional significance relating to Indiana's settlement, the social unrest leading up to the Civil War, Indiana's industrialization, railroads, and the gas boom, and the recreational culture of the roaring twenties.

Ongoing themes that emerge from this history and have been continually reinforced into the present day include Pendleton's role as a transportation hub, the town's identity as a recreational destination, and the town's local exceptionalism. This exceptionalism is expressed in the local community's active and ambitious nature, is evident in the town's high quality of life, numerous community resources and strong economy, and is best symbolized by the falls on Fall Creek. Historically, the falls on Falls Creek served as a nexus for the town's growth along a progressively increasing number of highways and railroads.

This plan examines the goals and community input from the 2006 Comprehensive Plan update against a thorough analysis of local and current (2011) conditions to derive a set of specific, actionable goals for the Town of Pendleton. One of the most significant results of that process is that a multi-use, multi-function trail along the former right of way of the Indiana (Interurban) Railroad would serve as a catalyst and physical magnet for progress (as defined by the 2011 Plan Goals). As such, the plan then suggests an incrementally more-detailed design framework for construction of this trail and concludes with site-scale design of the most important node of this trail located where the trail intersects State Street (SR-38) in downtown.



Executive Summary



(F.6) Left: Downtown character. **Public drinking fountain.** 2011.

(F.7) Right: Falls Park character. **Duck at Falls Park quarry pond.** 2011.

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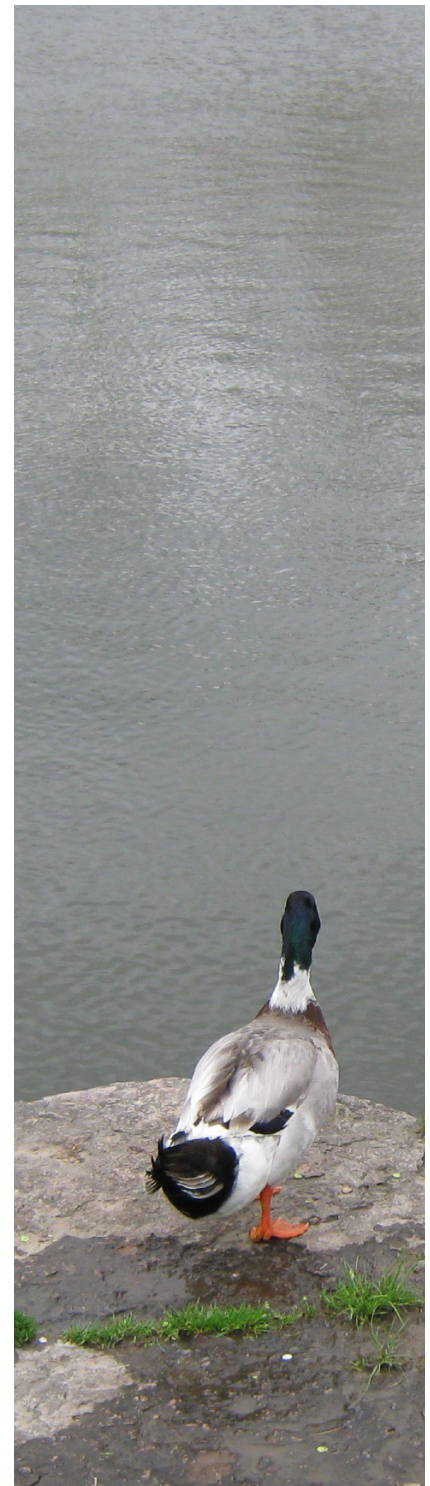
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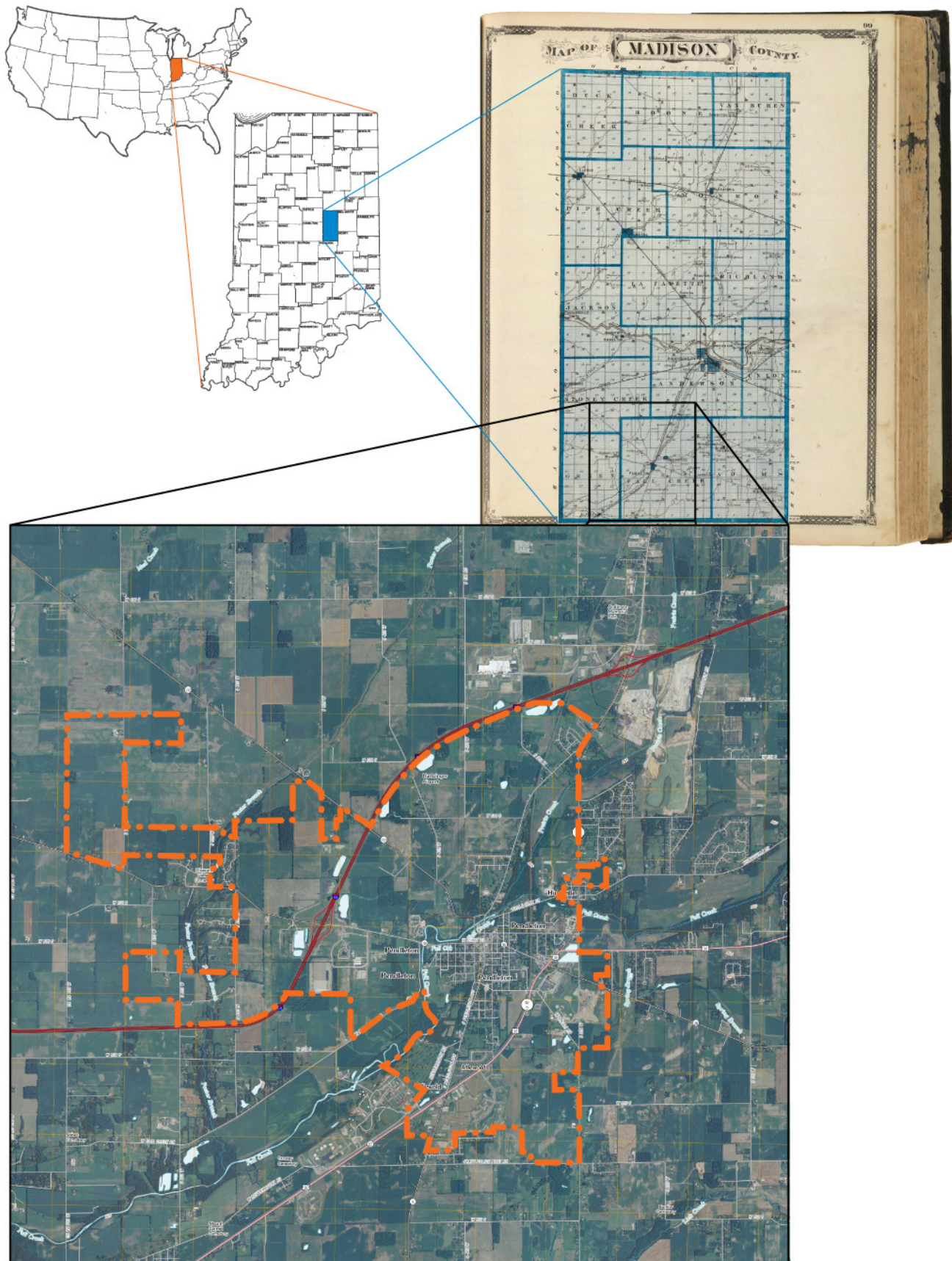
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(G.1) Left: Community services located downtown. **Pendleton police station.** 2011.

(G.2) Right: Falls Park character. **Duck at Falls Park quarry pond.** 2011.





(G.3) Far Left Top: The project is located in the USA. **USA map showing Indiana.** 2011.

(G.4) Left Top: The project is located in Indiana. **Indiana map showing Madison County.** 2011.

(G.5) Right Top: The project is Green and Fall Creek Townships in Madison County. **Historical map of Madison County.** Illustrated Historical Atlas of the State of Indiana, 1876. Image courtesy of the David Rumsey Collection

(G.6) Left Bottom: The project area is the Town of Pendleton. **USGS US Topo maps showing Town of Pendleton.** Source imagery: USGS 2010.

(G.7) Right: Pendleton's northern entrance. **Welcome to Pendleton Sign.** 2011.

Location & Vicinity

The planning area is defined as the Town of Pendleton in Fall Creek and Green Townships, Madison County, Indiana in the United States of America (DP.3-6). Indiana is located near the population center of the United States, in the Midwest/Great Lakes region. The Town of Pendleton is located very near the center of Indiana. Central Indiana is known as the "Crossroads of America" due to the convergence of numerous major transportation routes at Indianapolis, including rail, highway, and interstate highway. Pendleton is located to the northeast of Indianapolis along one of that city's fastest- growing transportation-route-induced growth corridors, Interstate 69. Pendleton is just south of Anderson and east of Noblesville.



Location & Vicinity



(G.8) Above: Historic architecture. **Pendleton post office corner stone.** 2011.

(G.9) Right: Appealing streetscape. **Downtown Pendleton lamp with banner.** 2011.

Methodology

The Town of Pendleton's 2006 Comprehensive Plan update, prepared by the Madison County Council of Governments, includes very good inventory, analysis, and public input, and concludes with a statement of goals and policy objectives. These goals and policy objectives guide future action, but do not suggest particular actions. As such, there is a need for, or at least a utility to, a new document that does suggest particular actions and strategies.

As such, this new document—the 2011 Comprehensive Masterplan—began where the 2006 Plan leaves off. The 2011 Plan first examined the public input and goals from the 2006 Plan, distilled the intention contained in them by extracting primary themes, and combined them to form the initial 2011 Plan goals (v.0).



Methodology



(G.10) Entrepreneurial spirit keeps downtown lively. **The Galleria storefront.** 2011.

Taking these initial goals, the plan then performed a thorough review of existing conditions. Although the 2006 Plan included a very good inventory and analysis, it was logical to re-examine conditions which may have changed since the planning process in 2005-2006, and to expand on the 2006 Plan's scope of inventory where possible. Throughout this review, the initial goals were refined as indicated by the re-examination. Often, this simply meant the addition of specificity to make potential implementation strategies more evident. Also, the goals were progressively re-formulated from the format that best captured the content of the 2006 Plan to a format that expresses how to implement the goals (i.e. by subject area). The result was the 2011 Plan Goals.

The 2011 Plan Goals are the first deliverable outcome of this document. By providing a statement of goals that indicate Pendleton's opportunities and imply implementation strategies,

the town has a similar, newly revised outcome to that contained in the 2006 Plan.

From the 2011 Plan Goals, the document turned to the subject of strategies for achieving those goals. The plan reviewed specific strategies that the Town of Pendleton could use to achieve the 2011 Plan Goals, organized by goal. Where these strategies have physical outcomes, these were summarized in the Comprehensive Masterplan graphic. These strategies and this plan formed the next level of deliverable outcome of this document.

From the Comprehensive Masterplan, whose scope extended across the whole of Pendleton, the document then began a process of narrowing down onto one specific design implementation. Out of the Comprehensive Masterplan, the idea of a regional trail along the former right of way of the Indiana Railroad (the Interurban), and using this trail in-town as an historical interpretive element and as a way to more closely bind downtown with Falls Park, emerged as one of the central cornerstones of the plan. With the end goal of designing that critical connection along the new trail, the plan first narrowed to a Framework Plan (prepared at 1" = 200') that looked at how the creation of the trail and other associated plan recommendations would affect the downtown/Falls Park area of

Pendleton. From this framework plan, the document was then able to zoom into a closer look at the mere one block that separates the intersection of State Street and Pendleton Avenue from Falls Park, in a Masterplan format (prepared at 1" = 100'). Finally, the design of the Masterplan was articulated through a site-scale plan of the intersection of State Street with the new Interurban Trail, and associated details and perspective illustrations.

This plan uses a 2020 planning horizon, which is approximately 9 years from the preparation of this plan.

(G.11) *Right: Amenities for all ages. Falls Park playground. 2011.*

Existing Goals

Pendleton's 2006 Comprehensive Plan update includes two sections that are indicative of the desires and needs of Pendleton's officials and residents. The first of these sections is the SWOT analysis from the 2006 Plan's public input section. This public input is recorded fully in the 2006 Plan, and as such was also utilized in the preparation of this plan to obtain a sense of what the Pendleton public at large thought. The second of these sections are the 2006 Plan goals. The 2006 planning process sought input from a variety of residents, stakeholders, public boards, and officials, and this input is reflected in the 2006 Plan goals. These goals also contain the refinement of the planners of the 2006 Plan, unlike the SWOT analysis. The planners, however, were the local MPO, and so are also, in a certain sense, local agents of the public. In addition, the 2006 Plan goals are meant to be comprehensive, so both the SWOT and the goals contained important information.



Existing
Goals

These inputs begin in the 2006 Plan as fairly extensive lists, but each of these lists displays clear potential for grouping into themes. A smaller number of themes that deal with the essence of the planning problems was judged to be ideal to begin with, as they would accurately reflect local needs, concerns, and desires, while remaining flexible enough to be guided by local conditions. As was referred to earlier, the ending outcome of the 2006 Plan was policy guidance, whereas the 2011 Plan sought to deliver specific strategies. This is why some degree of flexibility was required.

The original inputs of the SWOT analysis and the goals from the 2006 Plan follow (see G.12 and G.15), followed by their distillation into themes (see G.13, G.14, and G. 16) and their combination into the initial draft version of the 2011 Plan goals (see G.18). The intention here is to provide transparent and evident progression from the 2006 Plan to the draft 2011 Plan goals, upon which the remainder of the plan is based.

SWOT Analysis

STRENGTHS

- Quality education & within walking distance
- Well-kept, thriving
- Small town atmosphere
- Sense of community
- Agriculture & greenspace just outside the community – important element of the community
- Volunteers – many give time & resources (Ex: 1995 Comp. Plan Meetings)
- Services – professional medical, fire, & police
- Active volunteer organizations
- Pendleton has a strong sense of who they are and who they want to be
- Facilities for children
- Safe community for children
- Downtown businesses keep the CBD active and healthy.
- Park System
- South Madison County in general is a strong community.
- Farmers are still active in the community - members of boards, etc.
- Close to Indianapolis via I-69.
- State Street (SR 38) is now under town's control.
- Town of Pendleton is on the National Register of Historic Places
- Water service is plentiful, with easily expandable facilities.
- High quality housing.
- Several historic preservationists

WEAKNESSES

- I-69 brings traffic & growth.
- Historic buildings are vulnerable.
- Growth is taxing on the school system.
- Lack economic model to assess impacts of new residential growth.
- Poor communication.
- Obstacles to road expansion, such as creeks and I-69.

- Lack restaurants and cafes downtown.
- The county is broken up with highways, which separate the unincorporated areas.
- Certain zoned areas allow for construction that is much larger than current built areas.
- County ordinances allow development that does not match Pendleton's vision.

OPPORTUNITIES

- Set design standards, such as PUD's for residential areas.
- Renew building facades via tools such as tax credits.
- Potential exists to create a historic experience similar to towns such as Ft. Collins, CO, Farmland, IN, Zionsville, IN, and Harbor Springs, MI.
- Maintain the traditional feel of Pendleton by bringing more people downtown.
- Opportunities for funding exist, such as grants from the food and beverage tax.
- Cooperating with developers could improve results of growth.

THREATS

- Traffic - increased congestion.
- High-speed freight rail is a threat to safety and will increase noise
- Nearby communities want to annex close to Pendleton, resulting in a lack of control.
- The SR 67 corridor is becoming like Kokomo, IN - congested, many stop lights, strip development, etc.
- There are a number of dangerous intersections on SR 67. There have been many accidents at intersections with Water Street, N Pendleton Avenue, 600 South, & Broadway.
- Hazardous Materials Transport - rail line near major natural gas line & public well fields.
- Flooding from increased stormwater runoff.

(G.12) SWOT analysis. 2006 Pendleton Comprehensive Plan. MCCOG.

SWOT Summation

STRENGTHS

- Character: civically active, walkable, family-friendly
- Strong local government and public services, utilities, amenities
- Downtown
- Falls Park
- Agricultural setting
- Location on transportation corridors
- Historical

WEAKNESSES

- Insensitive growth!!!!
- Physical barriers: creeks, I-69, highways
- Need additional downtown restaurants
- Lack of control of surrounding unincorporated county

OPPORTUNITIES

- Control growth, work with developers
- Enhance historic character
- Enhance downtown

THREATS

- Transportation dangers: I-69, CSX railroad, SR-67
- Lack of control of surrounding lands
- Strip development on SR-67
- Flooding from increased stormwater runoff.

(G.13) SWOT summary. 2006 Pendleton Comprehensive Plan. MCCOG.

SWOT Themes

Community Character: civically active, walkable, and family-friendly in an agricultural setting

Local Amenities: Excellent local government and public services, Falls Park, Downtown, History

Location: Source of major opportunity and major threats

Growth: Major threat from growth that does not respond to community character; community is willing to work with developers to achieve positive growth

(G.14) SWOT themes. 2006 Pendleton Comprehensive Plan. MCCOG.

2006 Plan Goals

- Protection of the town's environment, including wetlands, woodlands, floodplains, and other sensitive natural resources.
- New development which is of high quality.
- A safe and efficient circulation system including provisions for alternative transportation modes.
- Park and recreational which enhance the quality of life for Pendleton residents.
- Economic opportunities within Pendleton.
- Preservation and enhancement of the existing historic character, small town atmosphere and family-oriented community.
- A high quality local school system.
- A continually growing and developing tax base.
- Non-intrusive light industrial development.
- Protection of prime agricultural land and farm operations.
- Coordinated planning with local, county, regional and state officials.
- Affordable housing options for all residents within maximum opportunities for home ownership.
- Adequate sources of good quality water.
- An attractive and aesthetically pleasing environment within the town.
- Continued involvement of existing residents and inclusion of new residents in town leadership and government.

(G.15) Plan goals. 2006 Pendleton Comprehensive Plan. MCCOG.

2006 Goal Themes

- Preservation of:
 - Civically active community
 - Family-orientation
 - Natural resources
 - Agricultural setting
- Investment in:
 - Alternative transportation
 - Parks and recreation
 - Historical character
 - Town aesthetics
- High-quality growth is desired:
 - Affordable residential growth that encourages participation in the community
 - Economic opportunities within Pendleton, including light industrial
 - Coordinate with other local governments and levels of government

(G.16) Plan goal themes. 2006 Pendleton Comprehensive Plan. MCCOG.



2011 Draft Goals v.0

- Preserve community character:
 - Civically active community
 - Family-orientation
 - Historical
 - Natural resources
 - Agricultural setting
- Enhance local amenities:
 - Falls Park
 - Downtown
 - Alternative transportation infrastructure
- Achieve high-quality growth:
 - Affordable residential growth that encourages a strong sense of community
 - More good jobs within Pendleton, such as light industrial
 - Encourage growth that responds to community character

(G.17) Above: Historic Bed and Breakfast recently restored with community support. **Residence.** 2011.

(G.18) Left: Goals extracted from 2006 Plan. **Draft goals v.0.** 2011.

(G.19) Right: Residents can find many services downtown. **The Bank restaurant.** 2011.

Plan Goal Development

The plan performed a thorough review of existing conditions with a specific focus on how these conditions should affect the character and implementation of the initial draft goals. Although the 2006 Comprehensive Plan included a very good inventory and analysis, it was logical to re-examine conditions which may have changed since the planning process in 2005-2006, and to expand on the 2006 Plan's scope of inventory where possible. Throughout this review, the initial goals were refined as indicated by the re-examination. Often, this simply meant the addition of specificity to make potential implementation strategies more evident. Also, the goals were progressively re-formulated from the format that best captured the content of the 2006 Plan to a format that expresses how to implement the goals (i.e. by subject area).

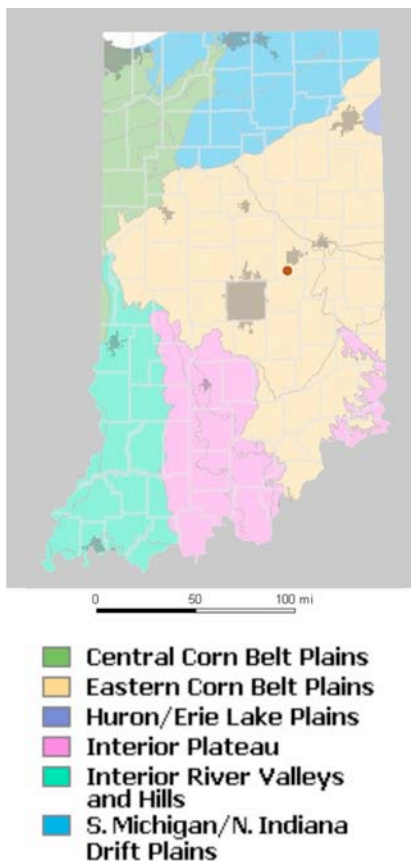


Plan Goal Development

Regional Ecology

Inventory

Pendleton lies within the Eastern Corn Belt Plains, in the Loamy High Lime Till Plains subregion (USGS Ecoregions 1996) (see G.20). This area includes the bulk of central Indiana and was characterized by flat terrain featuring beech or oak-sugar maple forests, or elm-ash swamp forests (EOE 2008). A 1942 study of Berkey Woods, a mesophytic old-growth forest near the northeastern edge of the Eastern Corn Belt Plains, also found conditions dominated by sugar maples, beeches, and elms (Potsger and Friesner). This study



(G.20) The site is in the Eastern Corn Belt Plains. **Indiana Ecoregions.** IGS 2011.

found 30 woody plant species present including intermittent under- canopy tree cover and diversethoughspottysmalltree and shrub-growth (1942 Potsger and Friesner). These are likely similar to theoretical old- growth conditions in the planning area. Currently, the region is dominated by cultivated cropland. Constructed ditches altered the natural drainage of the area significantly (IBS 2005). The Eastern Corn Belt Plains as a whole are 75% cropland, with the remaining land also including another agricultural use, pasture, in addition to woodlots and urban areas (IBS 2005).

An existing plan of note in this area is the Indiana Comprehensive Wildlife Strategy (2006), which provides a framework for habitat-identification and ranks needed conservation actions. Within Pendleton, the prevalent habitat-types include: agriculture, developed lands, forests, riparian wooded corridors/streams, and wetlands. Of these, riparian wooded corridors/streams and wetlands seem to have most impact on wildlife (see G.21). Throughout the document, habitat loss, habitat connectivity, and pollution/water quality were consistently ranked as the top threats to wildlife (in that order). Habitat protection and restoration were accordingly listed as top conservation priorities. Of relevant note, land use planning was consistently listed as an important



(G.21) Falls Park contains acres of wetlands. **Falls Park north entrance.** 2011.

conservation priority. (ICWS 2006)

Analysis

Regional ecology provided a framework for Pendleton residents' goal of protecting local natural resources (MCCOG 2006). The Indiana Comprehensive Wildlife Strategy As over 75% of the regional land use is cropland and pasture (IBS 2005), existing forested conditions should be preserved wherever possible, as supported by the Indiana Comprehensive Wildlife Strategy (2006). As recommended by that plan, connectivity to regional natural systems and protection of water quality (by providing buffers) should also be significant conservation considerations (ICWS 2006). Specifically, actions that protect and restore wooded riparian corridors and wetlands are of very high priority (see G.23).

Effect on Draft Goals

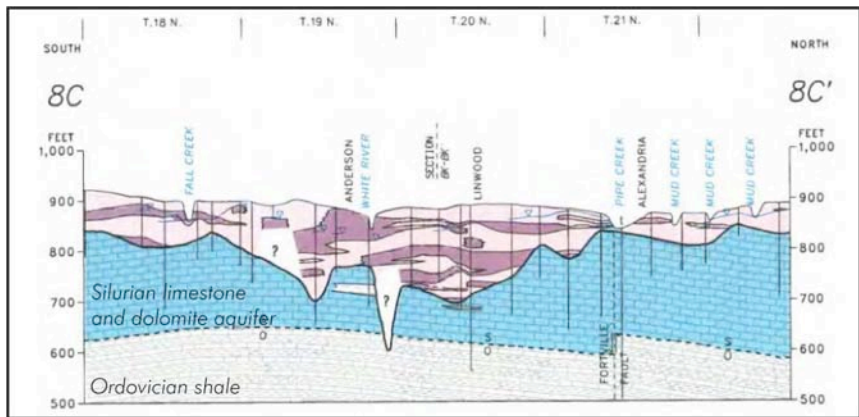
Within the draft goals, Pendleton residents expressed a desire to conserve both the agricultural setting of Pendleton and its natural

resources, suggesting a potential grouping of similar goals. The examination of regional ecology indicated that within this grouping of goals, the conservation of natural resources may be more critical than the preservation of agricultural cropland. Within the conservation of natural resources, the most critical habitat-types to focus on seem to riparian wooded corridors and wetlands. (see G.27)

Natural Systems

Inventory

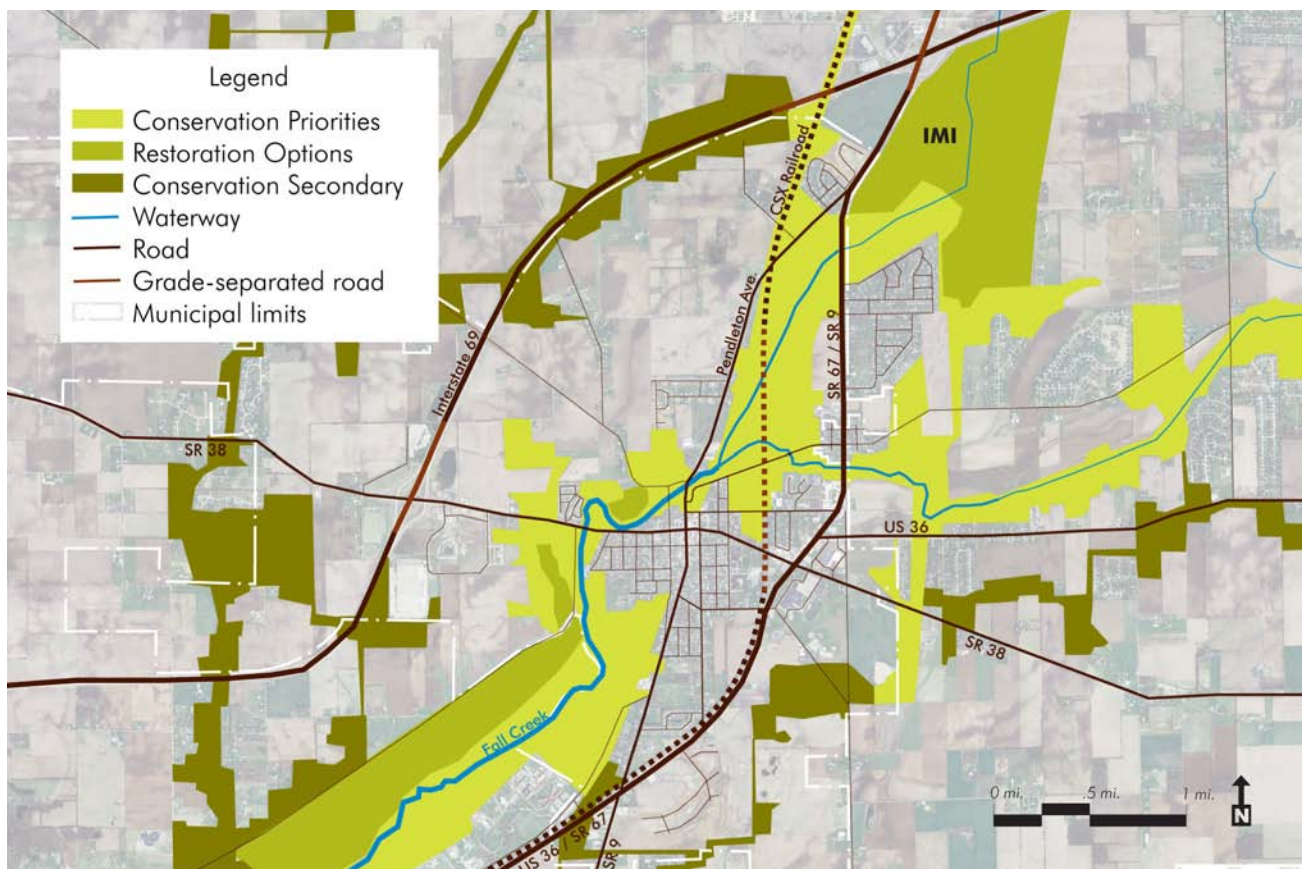
A variety of closely interconnected regional natural systems govern the local conditions in



(G.22) Pendleton lies around Fall Creek. Geological section. Fenelon et. al. 1994.

any area, including those of Pendleton. Geology, perhaps most fundamental among natural systems, indicates that Pendleton lies in the Central Till Plains within the Tipton Till Plain region (IDNR Natural Regions 1984). This

flat terrain is a remnant of the Winconsinan glacial retreat, which covered the underlying hills and valleys of bedrock with up to several hundred feet of outwash (see G.22). Pendleton lies on Silurian-age limestone and dolomite



(G.23) Riparian areas are top conservation priorities. Conservation and restoration opportunities. 2011.



(G.24) Extracting gravel from glacial deposits. IMI gravel pit. 2011.

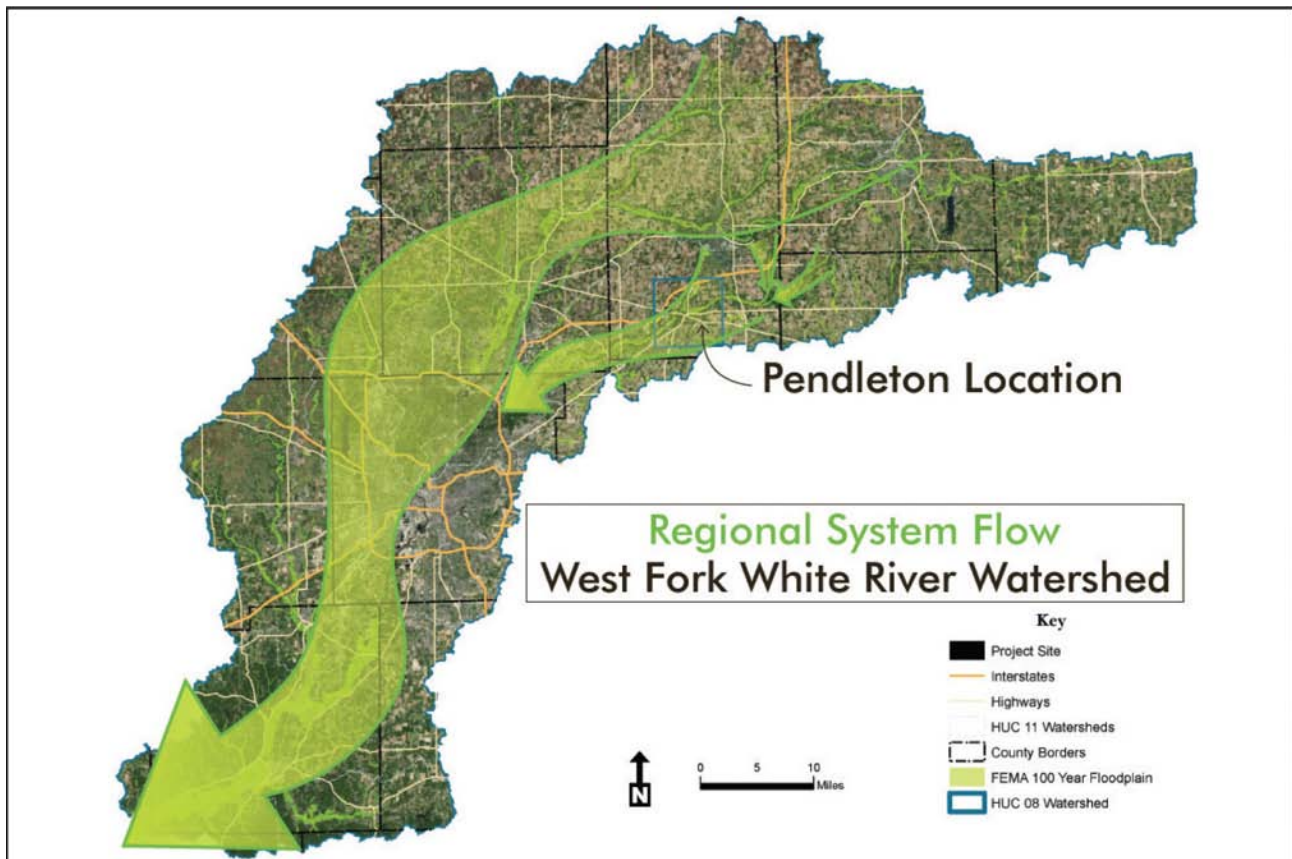
bedrock covered by between 0 (near the falls, which are actually an outcropping of bedrock) and 100 feet of glacial deposits (see G.22). IMI currently mines gravel from this layer of deposit just to the north of Pendleton (see G.24).

In addition to gravel resources, the aquifers within the underlying glacial deposits and bedrock of Pendleton provide an ample source of groundwater, although these aquifers are by no means limitless. (Fenelon et. al. 1994)

Moving upwards from geology, hydrology forms the next level of the area's ecological construction. Pendleton lies directly within the confluence of several sub-watersheds that form Fall Creek, an important tributary of the West Fork White River and its watershed (see G.25). The twin forks of the White River join in southern Indiana before flowing

into the Wabash River, which flows into the Ohio River, then the Mississippi, and finally out into the Gulf of Mexico. Locally, the important hydrological feature for Pendleton is Fall Creek and its tributaries, the most significant of which are Prairie Creek and Dry Fork Creek. Pendleton's original siting and the first chapter of its early success revolved around its location at a large bend in Fall Creek on a natural waterfall. This waterfall continues

This hydrology is also a prime factor in local soils. Pendleton's soils are dominated by the Crosby, Fox, and Miami soil complexes, which



(G.25) Pendleton lies at the head of an important hydrology and habitat tributary. **West Fork White River Watershed.** Data and source imagery: IGS 2011.

are moderately suitable for urban development (MCCOG 2006) and contain a high proportion of component soils that are considered prime farmland (NRCS Soils 2011). In fact, most of the farmland surrounding Pendleton is considered prime farmland (NRCS Web Survey 2011).

Hydrology and its associated alluvial soils not only influence the disposition of soils, but also of wildlife corridors. This is a result of several factors related to the unsuitability of many riparian soils for development and the critical role that transitional environments play in the life cycles of local fauna. Ewing (1996) reports that up to 70% of vertebrate species require a riparian corridor at some point in their life cycles. Thus, major regional wildlife corridors often run along major creeks and rivers, and this is the case near Pendleton. Fall Creek is perhaps one of the largest wildlife corridor collectors that branches out from the regional White River wildlife corridor. As noted earlier, Pendleton is located at the confluence of several creeks that form Fall Creek, so Pendleton is also located at an important node in the wildlife network where smaller riparian wildlife corridors and non-riparian wildlife corridors combine to connect to the Fall Creek and then on to the White River.

Analysis

The natural systems of Pendleton provided key insight into how geology, hydrology, soils, and ecology were affecting the local area. Interestingly, the falls on Fall Creek are actually a geological formation where the bedrock surfaces (it is covered by around 100 feet of glacial deposits in most locations) (Fenelon et. al. 1994). This is a fact that is rarely considered in relation to Pendleton's premier feature, and could potentially offer a new angle for the community to celebrate its centerpiece.

Pendleton sits at an important location where several small and intermittent waterways conjoin to form Fall Creek, a large and regionally significant creek. This has two implications. As Pendleton sits almost at the top of its watersheds, Pendleton is in a relatively good position to control the quality of the water it sends downstream. In turn, because Pendleton sits at the top of an important regional waterway, it has an important responsibility to maintain the quality of water it sends downstream. One of the most important ways Pendleton can do this, while also contributing to wildlife habitat conservation, is by establishing buffer strips along riparian zones.

Effect on Draft Goals

The examination of natural systems dramatically reinforced

the importance of a conservation-centered group of goals, and of the extreme importance of establishing and preserving buffers—for both wildlife and water quality—along riparian corridors. In addition, the idea that almost all agricultural soils surrounding Pendleton qualify as Prime Farmland lends additional importance to the concept that the agricultural setting should be preserved. (see G.27)

Regional Connections

Inventory

Central Indiana—most specifically Indianapolis—has long held a reputation as an important node in the country's transportation networks. Beginning in the nineteenth century, Indianapolis was a critical node in the national railroad system and earned the nickname "the crossroads of America." As railroads were replaced by the National Highway system, Indianapolis remained an important crossroads, carrying the trans-national highway US-40. Finally, with the advent of the Interstate Highway system, Indianapolis continues to host major trans-national highways in I-70 and I-65.

Pendleton, located just 19 miles to the northeast, is closely linked to Indianapolis' major transportation systems. In 1850, the Indianapolis and Bellefontaine (The Big Four) Railroad was completed



(G.26) Historical railroad continues to run. CSX railroad grade crossing. 2011.



(G.28) Important highway. Interstate 69 interchange 22. 2011.

2011 Draft Goals v.1

- Preserve community character:
 - Civically active community
 - Family-orientation
 - Historical
- Conserve Pendleton's setting:
 - Conserve habitat lands, especially wooded riparian corridors and wetlands
 - Conserve surrounding agricultural lands
- Enhance local amenities:
 - Falls Park
 - Downtown
 - Alternative transportation infrastructure
- Achieve high-quality growth:
 - Affordable residential growth that encourages a strong sense of community
 - More good jobs within Pendleton, such as light industrial
 - Encourage growth that responds to community character

(G.27) Goals affected by ecology and natural systems. Draft goals v.1. 2011.

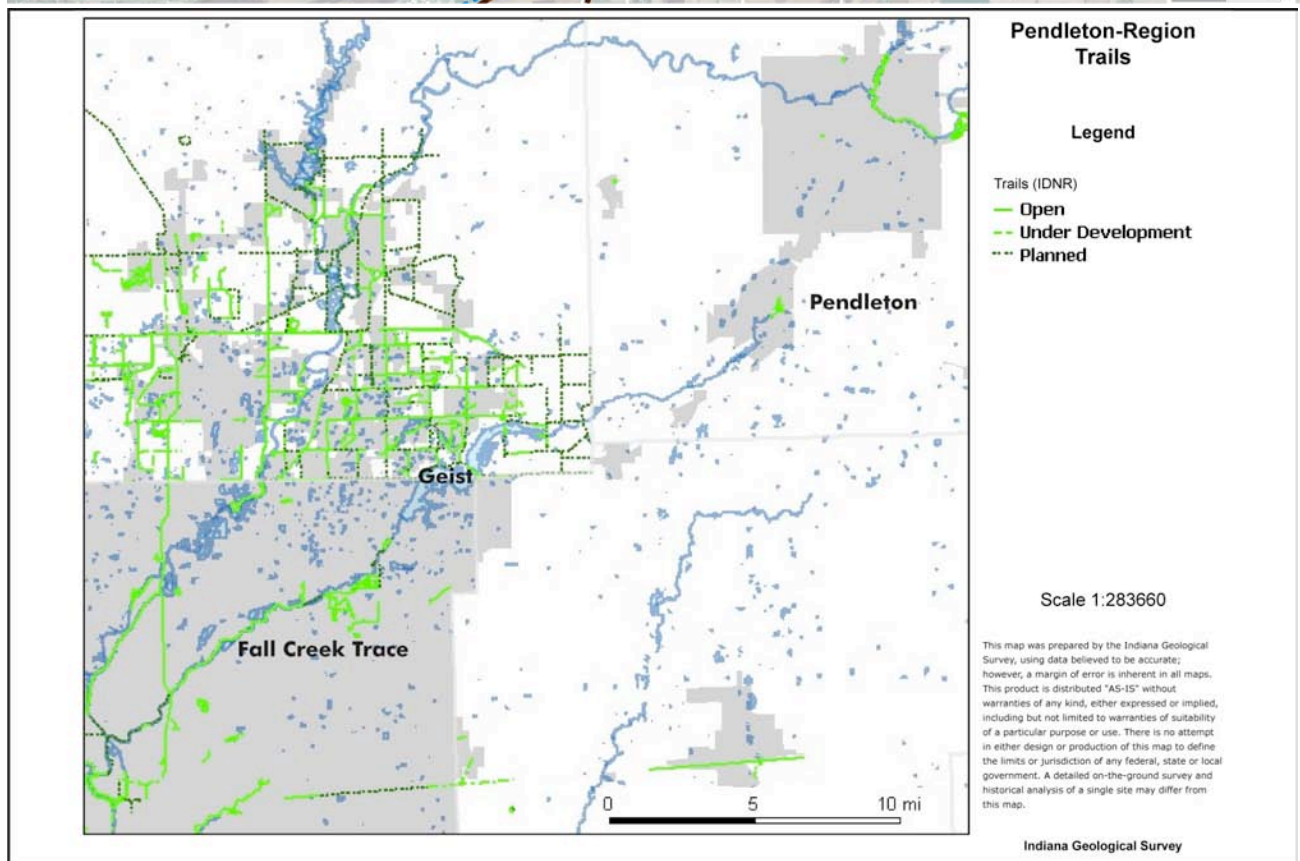
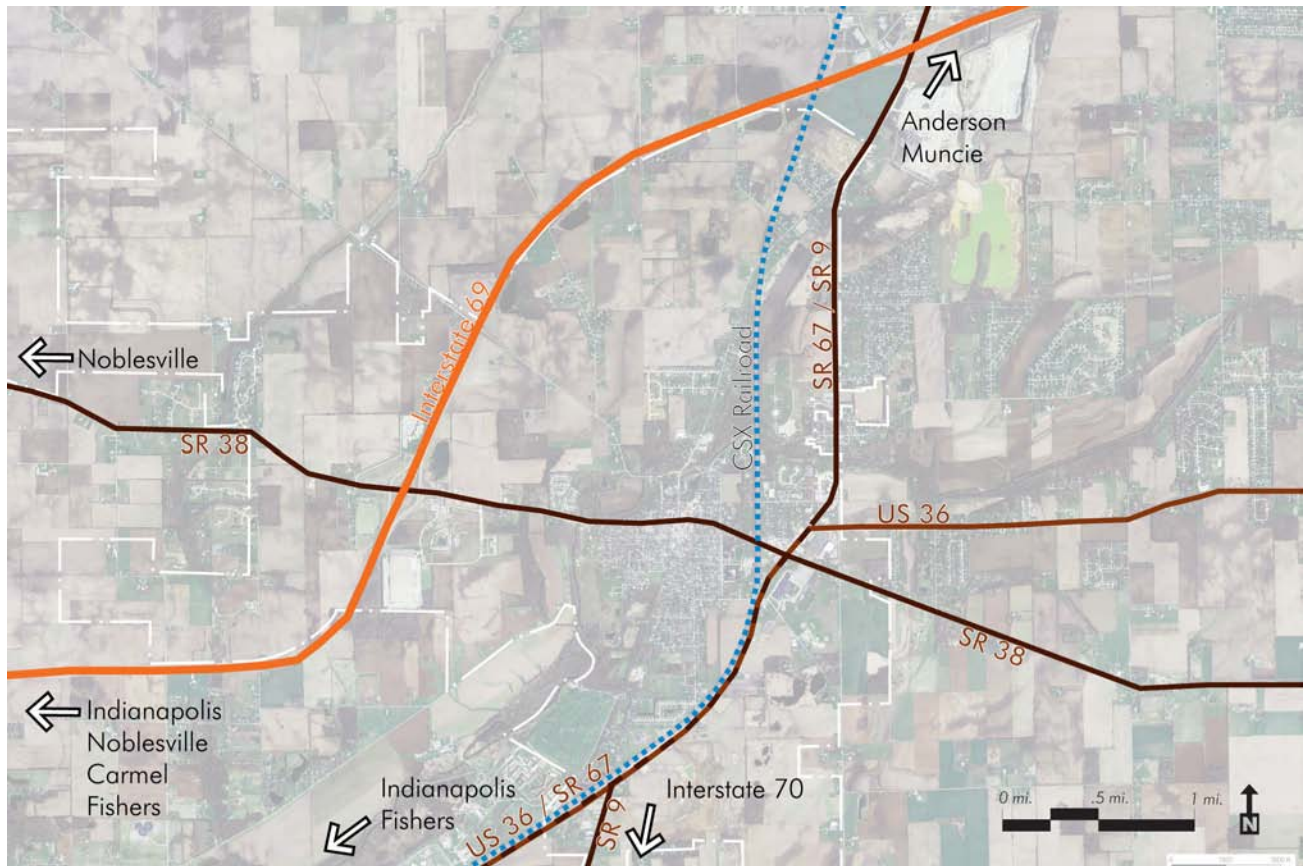
(MCCOG 2006), which still runs through town as CSX Railroad (see G.26). Throughout most of Pendleton this railroad is grade-separated, providing an interesting topographical feature, but controlling where vehicles or even pedestrians can cross from the west side to the east side or the reverse. This railroad corridor is among the major railways connecting Indianapolis with the northeast and is currently being considered as a potential commuter rail line between Indianapolis and Muncie. A now-vanished rail line, the Union Traction Company/Indiana Railroad (the Interurban), once served this function. The former right of way of the Interurban is still visible in Pendleton's building pattern. The United States Route US-36 (SR-67) also runs directly between Pendleton and Indianapolis, as does Interstate 69. Pendleton is located directly on Interstate Highway I-69, which is a 70 mile-per-hour limited access highway that connects the northeast side of Indianapolis to Anderson, Muncie,

Fort Wayne, Lansing, Flint, and Canada. Additionally, State Route 38 connects Pendleton directly with Noblesville and Newcastle, and State Route 9 joins State Route 67 as they travel along the east side of Pendleton. (see G.29)

Pendleton is currently disconnected from regional trail systems, with most regional trail systems routed at least 15 miles away from Pendleton. There is, however, a major opportunity to link to the regional trail system by following the former right of way of the Indiana Railroad (the Interurban) or by following Fall Creek to an area of dense trails near Geist Reservoir. This would link Pendleton by regional pedestrian/bicycle trails to the excellent trail network around Indianapolis. This trail would then connect Pendleton with its close southern neighbor Ingalls, and could also be extended northwards to connect Pendleton with the county seat of Anderson, which has the beginnings of a very good trail network itself. The "Interurban Trail" is called for as a "priority visionary trail" in the Indiana Greenways Plan and is enthusiastically supported by the local metropolitan planning organization (MCCOG 2010). (see G.30)

Analysis

As the 2006 Plan made clear, Pendleton's location on regional transportation networks is both a phenomenal economic opportunity



(G.29) Top: Pendleton is well-connected by highways. **Regional connections.** 2011.

(G.30) Bottom: Pendleton is being bypassed by trails. **Regional trails.** 2011.

and a threat to Pendleton's character. The examination of regional transportation networks made it clear that Pendleton's location makes it eligible to attract major logistics, distribution, and manufacturing employers that rely on close access to transportation systems. This examination also indicated several factors that became critically important to local circulation, discussed below, including the two major highways on either side of Pendleton, I-69 and US-36/SR-67/SR-9, the state highway that runs through Pendleton, SR-38, and the raised railroad track that splits Pendleton into eastern and

western portions, the CSX railroad.

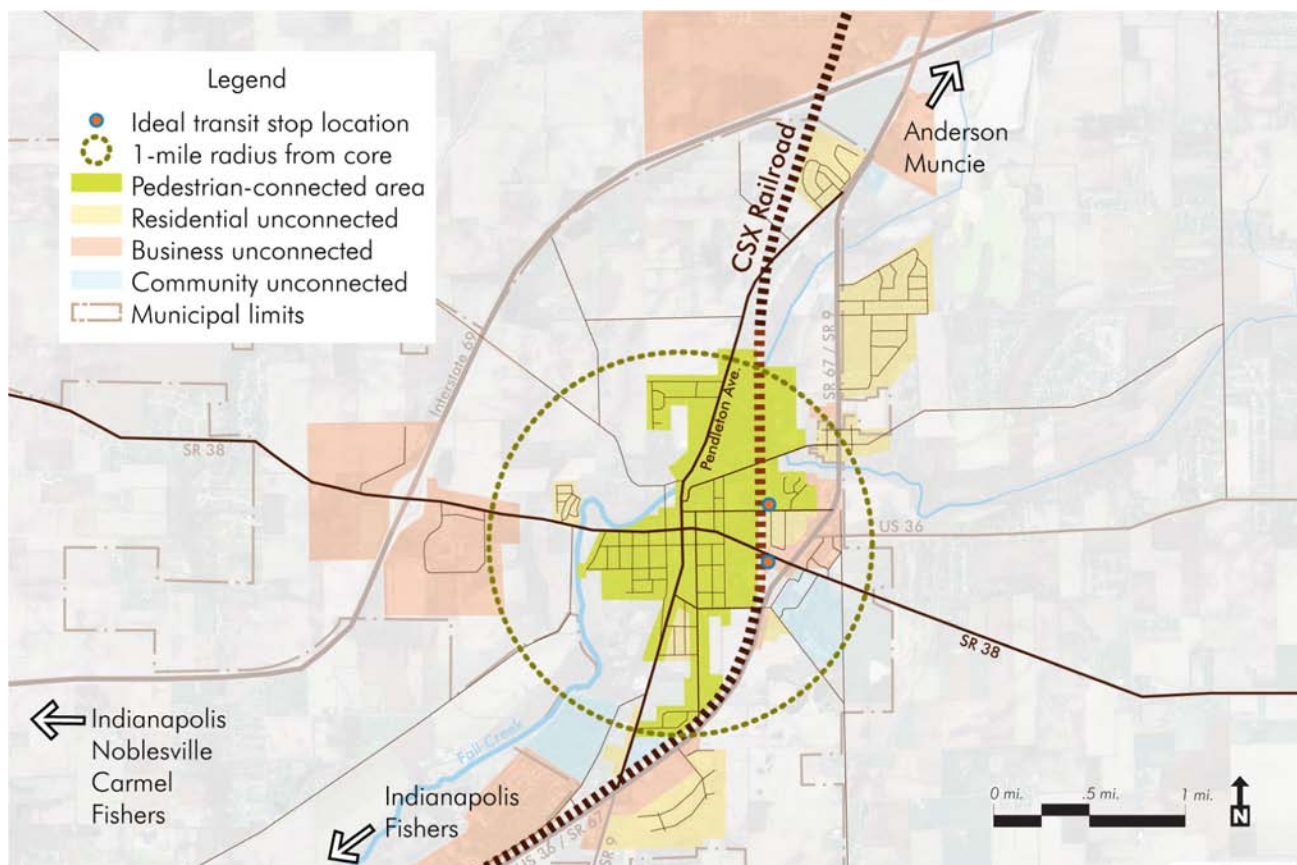
The inventory revealed a critically important finding that the Indiana regional trail network is completely bypassing Pendleton. Given Pendleton's desires for alternative transportation and its recreational focus, this needs to be addressed, and best way to do so seems to be by embracing state and regional plans for a trail along the former right of way of the Indiana Railroad (the Interurban).

A particularly interesting revelation was that the CSX Railroad may become a commuter rail sometime in the future. Pendleton

would stand to gain substantially from this possibility, and should support it. If plans move forward, Pendleton should fight desperately to receive a stop on the line and should plan the location of this stop very carefully. It is critical that it be located near Pendleton's urban core, as close to SR-38 as practical so that future growth and development resulting from the stop is located where Pendleton would like to encourage growth. (see G.31)

Effect on Draft Goals

The examination of regional connections indicated that Pendleton's location on regional



(G.31) A commuter rail would be good. **Ideal rail transit stop locations.** 2011.

transportation networks was a specific resource that Pendleton should use to achieve its goal of attracting more good jobs to Pendleton. This examination also indicated that Pendleton should build the regional “Interurban Trail” to further its goals of enhancing alternative transportation and town recreational amenities. (see G.37)

Local Circulation

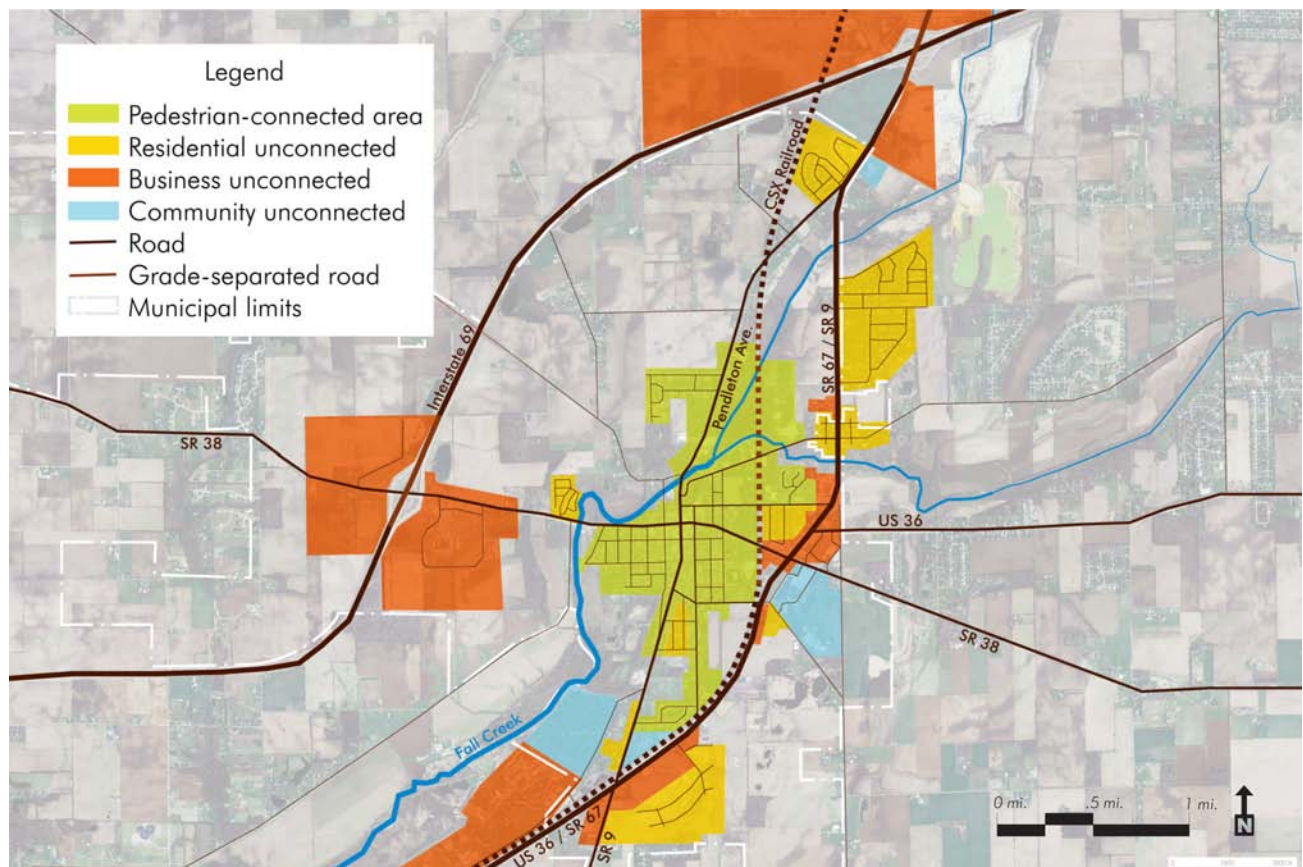
Inventory

Circulation patterns in the Town of Pendleton are closely linked to Pendleton’s regional connections, most notably SR-38, which is the town’s main street, US-36/

SR-67/SR-9, which is the town’s new growth (sprawl) district (typically referred to as SR-67), and I-69, which has taken on increasing importance since the progression of Indianapolis’ northeastern expansion.

The town’s historic core and selected outgrowths feature an irregular urban street grid with service alleys and pedestrian sidewalks. Some outgrowths preserve only some of these attributes. According to Southworth (1997), the large number of intersections and variations created by these conditions are optimal for walking and exploring. Pedestrian

connections are maintained for some distance outside of the historic core, especially through and near Falls Park. A full 73% of residents are within a half-mile of Falls Park (MCCOG 2010). In other words, Pendleton residents knew what they were talking about when they listed town walkability and associated attributes as major strengths. Unfortunately, much of the development that has taken place since the 1950s/60s has not continued to support walkability either in terms of embracing human scale, a proper mix of land uses, or simply providing alternative transportation infrastructure.



(G.32) Some developments require cars for access. **Development connectivity.** 2011.

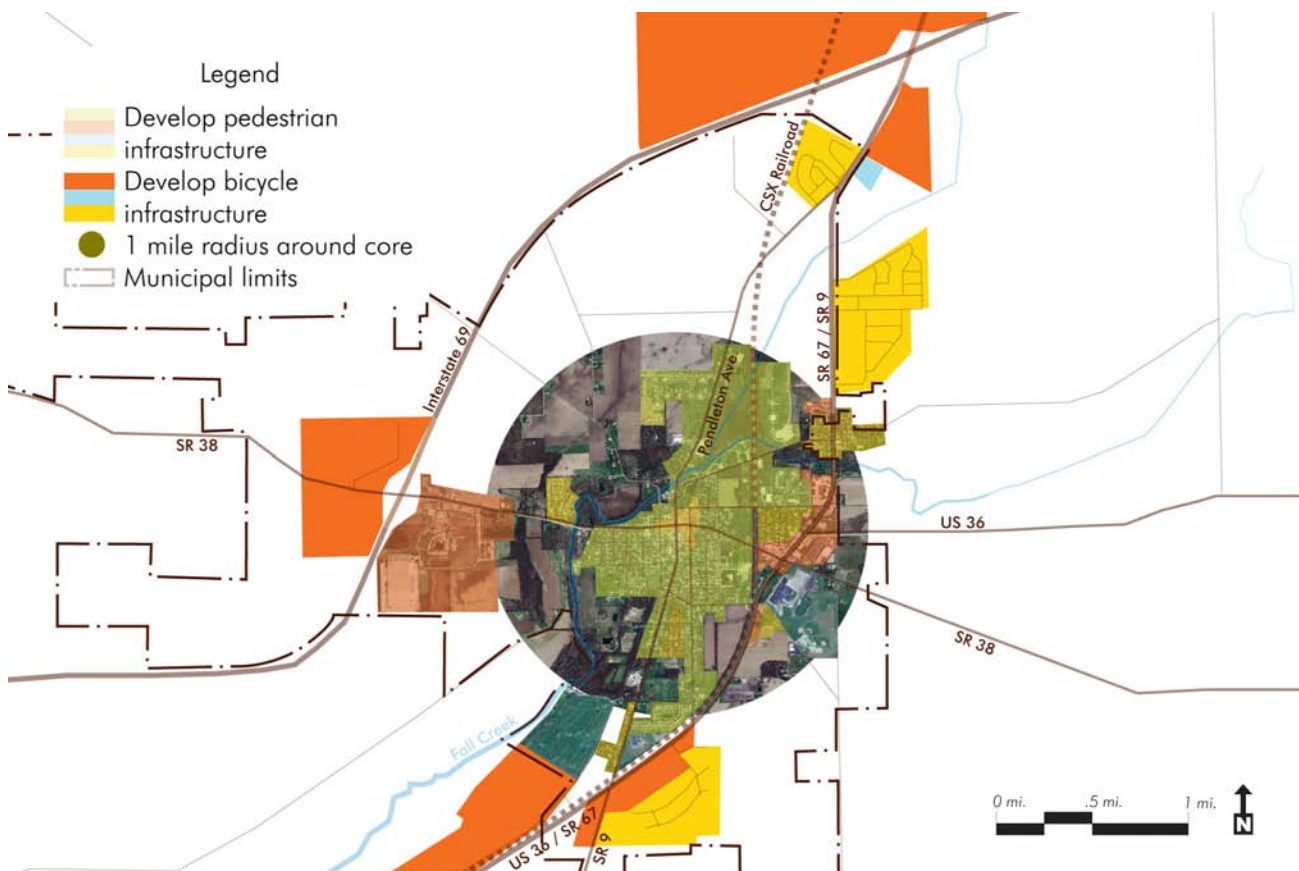


(G.33) Currently, bikers to work in Anderson must use this highway. **SR-67.** 2011.

As noted, the major highway SR-67 to the east of Pendleton has exerted a major influence on the town's development. Unfortunately, also owing in part to the effects of the raised CSX Railroad, Pendleton's pedestrian circulation network

functions poorly in this area. The intersection of SR-67 and SR-38 was not developed at a human scale and does not provide for alternative transportation infrastructure despite the prevalent of community and consumer services, including the high school, located here. Directly to the northeast of the historic core, the village of Huntsville, Indiana sits at the intersection of SR-67 and Huntsville Road. This small residential village—effectively, though not legally, a part of Pendleton—features a road grid and human-scaled development, but no sidewalks. North of this village, there are several residential loops

off of SR-67 that are completely orphaned from any non-vehicular circulation network. There are not within the corporate limits. Where SR-67 intersects with Pendleton Avenue in the north, there is a better-connected residential neighborhood within Pendleton's limits. Just north of this location is Interstate 69, which is the location of the "Flagship Enterprise" Business Park. This development is within the limits of Anderson, but is an important regional employer that hosts a number of medium-to-large businesses including a cooperative Anderson University-Purdue University outpost campus and a large Nestle factory (see



(G.34) Needed alternative transportation. **Connectivity recommendations.** 2011.



(G.35) Higher education. **Anderson University - Purdue University.** 2011.



(G.36) Major employer. **Tractor Supply Distribution at interchange 19.** 2011.

G.35). As shown in G.32, all of these developments are accessible by car, but none of them are currently connected to the pedestrian network.

South of SR-38 on SR-67 there is one significant cluster of residential and commercial development. This development is nearly connected to Pendleton's pedestrian network, but is located a significant distance away from Pendleton's core. Additionally, it is notable that this development is a partial development that stalled as a result of the housing slump.

Pendleton's most significant connection to the regional transportation network is at Interstate 69 interchange 19, on SR-38 to the west of the urban core. Fall Creek presents a jarring gap in continuity and has therefore traditionally been the western border of Pendleton (as opposed to I-69). As a result of the explosion of Indianapolis towards Pendleton, however, the Town of Pendleton has encouraged the development

of a business park called "Falls Pointe" at the interchange, which hosts a large Tractor Supply distribution center (see G.36). Remy International has a large office just east of the interchange. There are also several consumer services and an apartment located near the business park.

The alternative transportation infrastructure network does not currently serve any of these developments (see G.32).

Analysis

Pendleton should expand its alternative transportation infrastructure network to businesses, residences, and community services located in significant clusters contiguous to existing infrastructure and within a reasonable distance of the core (using natural boundaries such as SR-67 and I-69 as a guide) (see G.34). Currently, many of Pendleton's businesses are disconnected from Pendleton's core, which is inconsistent with the community's character. At

the same time, Pendleton should still provide for alternative means for residents to get to and from work at locations on Pendleton's fringes, although full expansion of the infrastructure network may not be justified in these locations. Alternative methods of transportation are on the rise, and a significant number of bicycle commuters utilize SR-67 to travel north to work, despite unsafe conditions (see G.33). Pendleton should meet these needs and provide for a safe bicycle or multi-use trail connecting Pendleton's core with fringe locations north and south on SR-67 and east and west on SR-38 (see G.34). There is significance to this goal from a regional perspective as well because the "Interurban Trail" could easily act as a north-south spine for this expansion of the local alternative transportation network.

Effect on Draft Goals

The analysis of the local circulation system clearly indicated the need for a group of goals focused on alternative transportation. Pendleton residents indicated that they valued the walkable nature of their community and that they desired to expand alternative transportation offerings. Within this group, the analysis indicated the need to extend full alternative transportation infrastructure to developments adjacent to the walkable core, and the need to extend major alternative transportation system spines to

2011 Draft Goals v.2

- Preserve community character:
 - Civically active community
 - Family-orientation
 - Historical
- Conserve Pendleton's setting:
 - Conserve habitat lands, especially wooded riparian corridors and wetlands
 - Conserve surrounding agricultural lands
- Expand alternative transportation
 - Extend infrastructure to developments adjacent to the walkable core
 - Extend system spines to major employers located on the fringes of Pendleton
 - Connect to Indiana's regional trail system
- Enhance local amenities:
 - Falls Park
 - Downtown
- Achieve high-quality growth:
 - Affordable residential growth that encourages a strong sense of community
 - Attract more good jobs within Pendleton, such as light industrial, by taking advantage of Pendleton's excellent regional location
 - Encourage growth that responds to community character

(G.37) Goals affected by transportation and connections. **Draft goals v.2.** 2011.

major employers located on the fringes of Pendleton. (see G.37)

Zoning & Land Use

Inventory

Pendleton's existing zoning reflects a recognition of its historic downtown core through the inclusion of "downtown business" and "historic residential" zoning classifications. Within the historic core, land uses are closely integrated although there are few examples of commercial and residential uses occupying the same building. The first floors of most downtown buildings are occupied, but many upper floors remain unused, although they would have logical utility as residential apartments. Public input in the 2006 Plan indicated the need for additional restaurants downtown (MCCOG 2006). (see G.39)

The elementary school and middle school are located directly adjacent to the historic residential zoning classification to the east, and the town's large park and community buildings are located immediately north and to the northeast. In this fashion, a resident living in Pendleton's historic core is able to live, shop, eat out, access a variety of household and professional services, play, exercise, participate in local government, and go to, or work at, school without owning a car. This is perhaps reflected in statistics showing that a 75% greater proportion of households

2005-2009 American Community Survey

Per housing unit:	Pendleton	Indiana
0 vehicles available	11.0%	6.3%
1 vehicle available	28.3%	32.0%
2 vehicles available	40.8%	39.6%
3+ vehicles available	19.9%	22.1%

Getting to work:	Pendleton	Indiana
Drove alone	85.6%	82.5%
Carpooled	10.6%	9.7%
Worked at home	3.3%	3.2%
Walked	0.5%	2.3%
Public transportation	0.0%	1.0%

Mean travel time: 25.2 min. 22.7 min.

(G.38) Travel statistics. **American Community Survey.** US Census 2009.

in Pendleton lack a vehicle than is typical for Indiana (US Census 2009). At the same time, however, statistics on method of travel to work (see G.38) reveal that although there are many things that a Pendleton resident can do without owning a car, very few residents (only 3.8%, the majority of whom work at home) go to work without the use of one. The fact that many Pendleton residents commute long distances to work is reflected in the 11% higher average travel time and potentially in the higher proportion of workers carpooling (since carpooling's advantages compound for long travel distances) (US Census 2009).

Most of Pendleton's large non-service employers are located to the west of the historic core near Interstate 69 interchange 19, and zoning reflects ample opportunity to expand commercial and light industrial uses in this location. Pendleton's east side near SR-67 contains a mix of commercial and residential

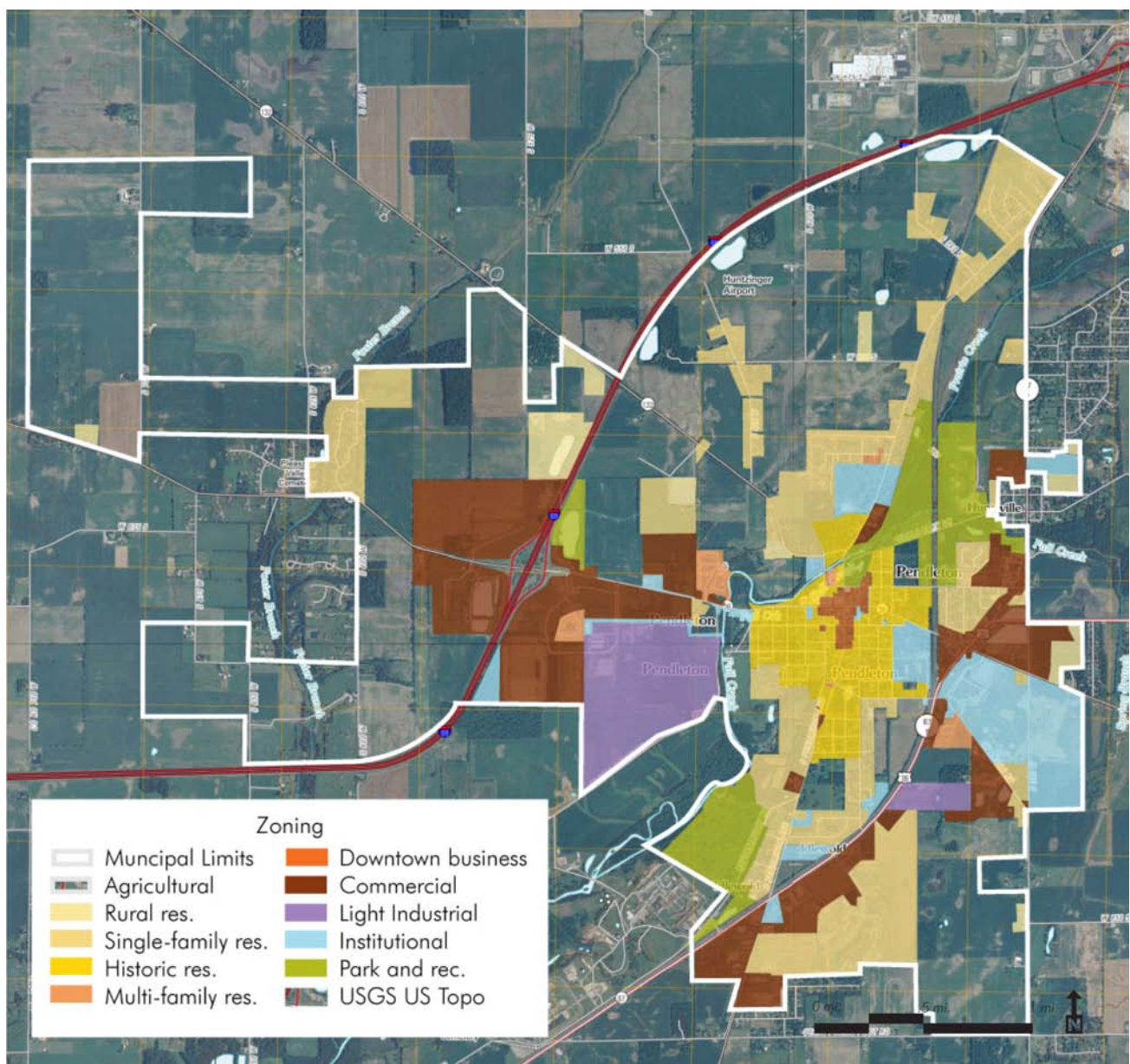
single-use zoning obviously oriented toward a car culture.

Most of the agricultural land within Pendleton's municipal limits is located to the northwest of the historic core and displays a clear trend of encroaching residential development. This quadrant of the town features a co-location

of residences with access to Fall Park, and remains within walking distance of the historic core, and so may be an acceptable location for expansion of residential land use if developed contiguously to the town and with an appropriate character.

Analysis

Much of Pendleton's current zoning and land use make good sense, but there is room for improvement. Although Pendleton has made some provisions for multiple land uses, its zoning classifications still fundamentally represent a single-use zoning scheme that fails to encourage



(G.39) Pendleton's land uses are intermixed near the core. **Pendleton Zoning.** Data: MCCOG. Source imagery: USGS. 2011.



(G.40) Multiple land uses coexist peacefully in this location. **Edge of Downtown.** 2011.

the co-location of compatible uses, such as consumer-oriented commercial with multi-family housing. Zoning classifications for developed land should therefore be changed to reflect ‘habitats’ of compatible uses instead of a focus on single-uses. Incentives for the sensitive incorporation of multiple uses should be considered. The fact that current zoning recognizes the unique conditions present in the downtown area is excellent and should be retained.

A shortfall of the current zoning scheme is the lack of a reflection of preferred development locations. The establishment of a preferred growth district would enable the town to target incentives at areas where growth will benefit the town while protecting prime farmland surrounding Pendleton. The current zoning scheme makes it seem as if any development location is equally desirable to Pendleton, when in fact there are objective reasons why locations close to the core are better for the town and its residents.

Finally, Pendleton should consider the annexation of Huntington. The village of Huntington has a history almost as old as Pendleton, but unlike Pendleton, Huntington does not have a government, and so does not have development controls or a plan for guiding future development. Since current land use patterns indicate that Huntington may continue to attract a node of growth, and since the formation of this node in a high-quality manner would further town goals and quality of life for those affected, Pendleton should annex Huntington so that this development can be properly guided and incentivized.

Effect on Draft Goals

The examination of zoning and land uses indicated a number of changes to the draft goals. As a part of achieving high-quality growth, the examination indicated the need for the establishment of a preferred development zone. Such a zone would also tend to support the conservation of undeveloped lands. The analysis also indicated the need to revise existing zoning codes to reflect a habitat-land-use mentality instead of a single-land use mentality. Finally, the examination also indicated the need to improve utilization of downtown by increasing the intensity of usage (in terms of additional consumer-business space, residences, and employment opportunities if possible). These changes

would all tend to preserve community character. (see G.46)

Economic Conditions

Inventory

Pendleton’s population over the age of 16 is 4,441 individuals, of whom 54.5% make up the labor force. This is a 17.4% lower proportion of working individuals as compared to the state of Indiana, yet Pendleton’s average household income is 6.0% higher. Among those who seek to work, only 3.6% are unemployed compared to 7.7% in the state. Housing vacancies as well as the rental vacancy rate are lower (the rental vacancy rate is 0.0%), and these facts are reflected, according to the law of supply and demand, in the median home value and vacancy rate, which are correspondingly 8.8% and 4.9% higher than for the state. (US Census 2009) (see G.41)

This apparent prosperity is not explained by occupational data. Pendleton makes up for its higher proportion of service workers with fewer sales and office workers, and the town’s higher numbers of construction workers are neatly offset by a lower number of factory, warehouse, and logistics workers. (US Census 2009) (see G.41)

Examining the industries that make up Pendleton’s economy, it is clear that cultural and consumer services form an important

segment, as was indicated in the occupational data. In fact, this industry employs nearly a third of all workers, which is a 37.4% higher proportion of workers than the state average. A similar pattern exists for the construction industry: employing just over a tenth of all workers, which is a 59.7% higher proportion of workers than the state average. Perhaps more striking is the clear under-representation of the education and health care sectors of the economy. Though two of Indiana's most rapidly growing industries, they employ only 15.9% of Pendleton workers, which is a 25.7% lower proportion than the state average. Other

white-collar industries are also under-represented in Pendleton's economy. Finally, it is notable that Pendleton has a much higher proportion (58.8% higher) of workers in public administration than the average for the state. (US Census 2009) (see G.41)

In total, Pendleton has around 564 companies employing 3,289 people and engaging in annual sales of \$153,851,616 (Allbusiness.com 2011) (see DP.16). These figures should not be interpreted as exact numbers, but they do give a rough figure that indicates that Pendleton currently provides more jobs

than the number of workers in its labor force. Allbusiness.com (2011) statistics also confirm the critical importance of the retail, service, and construction industries to Pendleton's economy, together providing over 52.1% of total Pendleton company sales (Allbusiness.com 2011). (see G.42)

Analysis

Pendleton's economy enjoys a healthy mix of industries with a sufficient number of jobs to employ all working people in Pendleton (Allbusiness.com 2011). In reality, many Pendleton workers live elsewhere, and many Pendleton residents work elsewhere. Given

2005-2009 American Community Survey		
	Pendleton	Indiana
Population (16+)	4,441	4,936,695
In labor force	54.5%	66.0%
Civilian labor force (16+)	2,309	3,003,247
Percent Unemployed	3.6%	7.7%
Total housing units	2,242	2,775,849
Vacant housing units	8.9%	11.1%
Rental vacancy rate	0.0%	9.9%
Average household income	\$57,295	\$54,040
Median home value	\$130,800	\$120,200
Median monthly rent	\$704	\$671
Occupations		
Business person, professional	30.5%	30.6%
Service worker	27.2%	24.6%
Construction trade worker	15.9%	9.5%
Factory, warehouse, logistics	14.6%	18.7%
Salesperson, office worker	11.4%	16.1%
Farmer	0.3%	0.5%
Industry Types		
Consumer and cultural services	32.3%	23.5%
Blue-collar, not construction	25.2%	27.9%
Education and health care	15.9%	21.4%
Construction	10.7%	6.7%
White collar, not ed. and health	10.4%	12.9%
Public administration	5.4%	3.4%

*Average household income is avg. of median and mean

(G.41) Economic statistics. American Community Survey. US Census 2009.

Allbusiness.com Industry Data			
	Companies	Employees	Sales
Industries in Pendleton, IN	564	3,289	\$153,851,616
Number of Companies			
Personal and business services	18.8%	5.9%	9.0%
Construction	14.9%	10.2%	33.1%
Retail and wholesale trade	13.6%	19.4%	10.0%
Employment			
Retail and wholesale trade	13.6%	19.4%	10.0%
Manufacturing	3.4%	18.4%	5.0%
Automotive	3.3%	17.3%	1.9%
Sales			
Construction	14.9%	10.2%	33.1%
Retail and wholesale trade	13.6%	19.4%	10.0%
Personal and business services	18.8%	5.9%	9.0%
Aggregate Average			
Construction	14.9%	10.2%	33.1%
Retail and wholesale trade	13.6%	19.4%	10.0%
Personal and Business Services	18.8%	5.9%	9.0%
Manufacturing	3.4%	18.4%	5.0%
Automotive	3.3%	17.3%	1.9%
Ag., Forestry, Fish., Hunt.	7.7%	2.3%	4.0%
Transportation and warehousing	2.7%	3.5%	6.3%
Professional services	7.0%	2.1%	3.0%
Food and Beverage	4.6%	4.6%	2.2%
Banking and Finance	2.6%	2.7%	5.2%

*Due to data limitations, figures given as percentage of Pendleton total

(G.42) Pendleton's critical industries. Industry statistics. Allbusiness.com 2011.

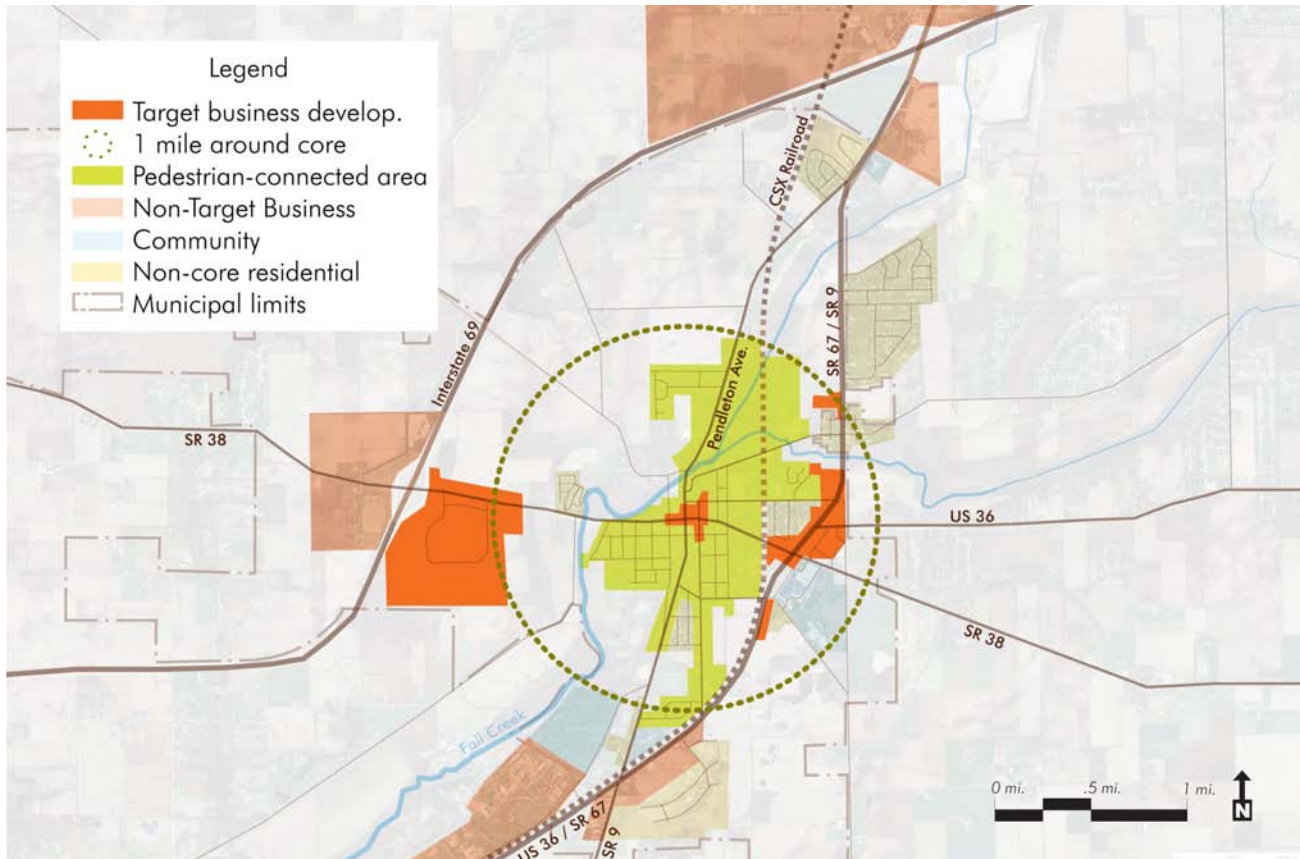
Pendleton's residents' prosperity, the indication is that many Pendleton residents choose to go elsewhere to obtain top-rate employment, and that many low-wage positions are filled by those living elsewhere (US Census 2009). This situation actually implies and gives force to two goals from the 2006 Comprehensive Plan (MCCOG): to develop economic opportunities within Pendleton, and to provide a housing for all income-levels. By making it easier for the less prosperous to live in Pendleton, and providing more and higher-quality jobs in Pendleton, more people will be able to live and work in the

same place. This would also assist in bringing down Pendleton's longer-than-normal average commute time (US Census 2009). Lowering Pendleton residents' average commute time will also support the all-important goal of preserving community character (because residents with more time are more capable of participating in the town's active civic life.

In terms of housing types, statistics show that 30% of Pendleton residents rent, but that the rental vacancy rate is abnormally low, signaling a lack of supply. In addition, the housing market meltdown of 2007 has lowered

demand for and increased supply of housing to own. As a result, a rental-ownership housing mix of 60% ownership and 40% rental seems appropriate.

Pendleton's economy rests on several legs, which is very good for stability. Construction and Services are two Pendleton specialties, but like many economies, manufacturing and education also play a large role (US Census 2009) (Allbusiness.com 2011). In accordance with Pendleton's stated ambitions, the role of manufacturing has room to grow to the state average. Pendleton is severely underrepresented in the



(G.43) Promoting nearby jobs. Target business development locations. 2011.

health care sector, but may have difficulty establishing itself in that field due to the concentration of health care services at Interstate 69 interchange 10 in Noblesville. Retirement or assisted living services is an exception to this because Pendleton has a competitive advantage in that field due to the community character, as demonstrated by age cohort statistics and a currently successful retirement home (US Census 2009). There may also be an opportunity to increase the number of white-collar jobs within Pendleton to bring their weight in Pendleton's employment mix to the Indiana average.

Effect on Draft Goals

The examination of economic conditions indicates, together with other topics, that the goal-area of growth may be better treated in two sections. On one hand, there is a need to encourage growth to respond to local character, which requires a certain set of tools. On the other hand, there is a need to practice the traditional planning art of "economic development." These are not conflicting goals; they simply represent two aspects of growth: the character of growth and the encouragement of growth. As a part of the character of growth, residential growth should include low-income options and should aim for 40% rental housing (60% ownership). In terms of encouraging growth, Pendleton's economy has room to grow in

the manufacturing and white-collar job sectors. (see G.46)

Utility Services

Inventory

An important piece of the Town of Pendleton's economic picture is the town's utility structure. Residents and other businesses receive three basic types of utilities: power, water, and telecommunications. Power utilities in Pendleton are composed of electricity and natural gas. Natural gas, including high-pressure lines for businesses, is provided and serviced in a standard fashion by Vectren Corp. Most Pendleton residents (67.1%) utilize natural gas heating, with 24.2% utilizing electric heat (US Census 2009). Electricity is provided and serviced by the Town of Pendleton as a municipal electric utility. Municipal electric utility rates are an average of 9.3% less than from investor-owned utilities (IMPA 2010). In addition, the utility is actually owned by the representative organization of its clients (i.e. the town), and so possesses a structure that places the goals of the town's residents above the desire for profits. The Pendleton Municipal Electric Utility is a member of the Indiana Municipal Power Agency (IMPA), which owns 811 MW of electricity generation capacity and purchases additional power on the bulk market (IMPA 2011) through the Midwest ISO (MISO 2011). All of IMPA's current and planned

generators rely on fossil fuels (IMPA 2011). Electric power lines are buried in newer developments, but are raised, travelling along alleyways, in Pendleton's historic core and along highways.

Pendleton's water utilities include a municipal potable water utility and a regional wastewater utility. The Town of Pendleton's potable water utility draws water from bedrock aquifers and purchases some finished water from Southern Madison Utilities (Pendleton Water Company 2010). The utility's wells are located near the town's core between the elementary school and the CSX railroad. The 2010 Drinking Water Quality Report indicated no contaminant violations (Pendleton Water Company). The 2006 Comprehensive Plan notes that the potable water supply is ample and easily expandable (MCCOG). The regional wastewater utility that serves Pendleton is the Fall Creek Regional Wastewater District, which serves the three southern townships of Madison County. This wastewater utility sets high standards and has won numerous awards from various state and national environmental agencies (FCRWD 2011). The utility operates a conventional activated sludge treatment plant located just northeast of the Town of Ingalls, or 3 miles southwest of the center of Pendleton (see G.44). From this center, the utility utilizes an extensive collection



(G.44) 3 miles from Pendleton. **Activated sludge treatment plant.** Google 2011.

system composed of 70 miles of sanitary sewer and 48 lift stations to service 70 square miles of territory and over 25,000 people (FCRWD 2011). This collection system does not service any significant burden of stormwater, unlike many—or most—in central Indiana, and Pendleton's development standards maintain this positive condition.

The last third of Pendleton's public utilities are the often-overlooked telecommunications utilities. Within telecommunications are telephone service, television service, and internet service. Telephone service consists of cellular and land-line telephony. Cellular coverage is good from all standard regional providers

and those who still utilize land-line telephone service enjoy significant competition for their business. Television service is even more liberally provided for through satellite, radio-wave, and cable. Since satellite and radio-wave reception is typical for the region in Pendleton, a healthy competitive market exists for television service, although there is a local cable monopoly owned by Comcast. High-speed internet service in Pendleton varies across the town, but is available in some form everywhere. The entire town is serviced by the cable provider, Comcast. DSL is available from several providers in some locations, but not everywhere. The business park on Interstate 69 receives fiber optic line service, which is state of the art and is capable of servicing all types of telecommunications.

Analysis

In the best cases, the typical utility structure of the midwest creates a situation where local utilities provide for the needs and desires of a community at a reasonable price while safeguarding public safety and, to a degree, environmental health. Pendleton is an example of such a best case. By the standard measures, Pendleton's utilities succeed brilliantly, and this should not be forgotten. At the same time, American culture has become increasingly aware of a number of hidden costs of the typical utility structure. Some of these costs, like CSOs, are related

to under performing examples of the typical structure, and these do not apply to Pendleton's utilities. Many other costs, however, are systemic, and so apply fully. Pendleton's electricity is generated by expending environmentally expensive fossil fuels that cannot be obtained indefinitely and pose recognized public health hazards (although not locally). Natural gas is itself a fossil fuel, and contributes similar costs under a different distribution mechanism. While Pendleton's power utilities do not lag behind the region's, the fact that Pendleton owns its utility makes it theoretically possible for the town to proactively move towards healthier and more sustainable electricity generation. This potential is enhanced through the town's membership in the Indiana Municipal Power Agency, which is in turn a registered market participant in the regional bulk electricity exchange (MISO 2011). These would provide additional flexibility for the town if it were to pursue electricity generation. This potential should be considered; it would involve significant investment, but could provide significant economic development benefits as well from publicity and cheap supply perspectives. It is critical to note that reduction of electric loads is even more effective than improvement of generation resources, and Pendleton should pursue electric load reduction first by providing education and support to residents



(G.45) Pendleton runs two utilities. Pendleton's municipal building. 2011.

and businesses willing to reduce their impact and monthly bills.

Pendleton's wastewater treatment utility and the area's on-site stormwater management standard are truly exceptional. At the same time, the utility's 70 miles of sewer pipes are themselves a cause for concern in terms of long-term maintenance and the eventual need for modernization or replacement (FCRWD 2011). The utility's 48 lift stations and the treatment plant itself all require extensive energy inputs that are obtained from fossil-fuel generated electricity (FCRWD 2011). Additionally, the utility directs a steady supply of ground-sourced water into Fall Creek, which does little to promote

aquifer recharge. In other words, Pendleton performs an excellent implementation of an old wastewater management strategy. The current plant performs well enough that replacement currently makes no sense. Yet, expansion of Pendleton's wastewater management needs would ultimately be better met through the use of constructed wetlands or living machines than through continued investment in the existing plant. If placed near source-loads, these systems could also supply greywater to surrounding development, which would slow aquifer discharge. It is unlikely, however, that plant capacity will be exceeded within the planning horizon for this plan (2020).

Typical potable water supply systems pose no particular environmental or public health hazards except through excessive pipe infrastructure requirements. The location of Pendleton's wells alleviates this issue. There is, however, an environmental and public health hazard associated with rapid depletion of groundwater aquifers, which is caused by consumption rates. Unfortunately, Pendleton's wastewater system does not support the implementation of a greywater utility, which would reduce this hazard. Still, Pendleton can spread awareness and promote responsible groundwater stewardship in its citizens and businesses through water reduction

programs and by encouraging the collection of rainwater for use as greywater. Town development ordinances could also be altered to encourage the installation of such systems in new development.

The level of service provided to Pendleton's residents and businesses by telecommunications utilities is standard, except by comparison to the town's other utilities. By this standard, the telecommunications utilities are lacking, except in the business park, where the provision of fiber optic service is ideal (Pendleton 2011). Considering the great capability the town has shown as an administrator of public utilities (see G.45), fiber optic service should be expanded throughout the town as a third municipal utility. The Google community contest of 2010, in which many communities competed fiercely for an investment by Google in expanding fiber optic service, demonstrated the economic development potential of the provision of fiber optic service. In practical terms, a growing number of companies competing in the so-called "new economy" have only one requirement: Internet service. As such, these companies are looking for inexpensive locations with very high quality of life and as the fastest Internet service possible—this is Pendleton exactly if it implements a municipal fiber optic utility. Since Pendleton already has fiber optic service at

2011 Draft Goals v.3

- Preserve community character:
 - Civically active community
 - Family-orientation
 - Historical
 - Establish a preferred development zone
 - Encourage “habitats” of compatible mixed uses instead of single-use zoning
 - Create affordable rental and ownership residential growth that encourages a strong sense of community
- Conserve Pendleton’s setting:
 - Conserve habitat lands, especially wooded riparian corridors and wetlands
 - Conserve surrounding agricultural lands
- Expand alternative transportation
 - Extend infrastructure to developments adjacent to the walkable core
 - Extend system spines to major employers located on the fringes of Pendleton
 - Connect to Indiana’s regional trail system
- Enhance local amenities:
 - Falls Park
- Increase utilization of downtown by encouraging upper-floor residential, additional consumer services, new office space, and infill as appropriate
- Achieve high-quality economic growth:
 - Attract manufacturing jobs to Pendleton by promoting Pendleton’s excellent regional location and desirable utility structure and offerings
 - Attract white-collar jobs to Pendleton’s core by promoting its fiber-optic service and the town’s high quality of life
 - Implement a municipal fiber-optic utility in Pendleton’s core

(G.46) Goals affected by zoning, economics, and utilities. **Draft goals v.3.** 2011.

its business park, which is located near the interstate, a mere 1-mile extension could bring fiber optic service to Pendleton’s core. This expansion would carry a relatively low up-front cost because raised utility wires serve so much of Pendleton’s dense core and the approaching highway. With this investment, Pendleton could attract high-quality jobs within its walkable core, which would meet several community goals.

Effect on Draft Goals

The examination of Pendleton’s utilities raised many interesting issues, but only one actionable outcome. This outcome, however, was a critical piece in composing Pendleton’s economic development strategy. The implementation of a municipal fiber-optic utility would serve

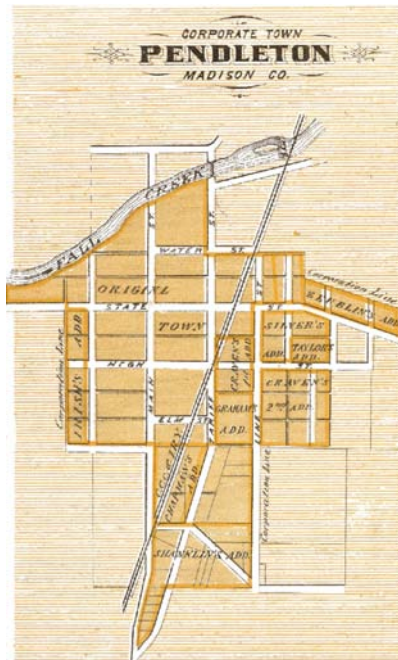
several of Pendleton’s goals by creating a strong force that attracts white-collar jobs to Pendleton’s core—potentially creating a condition where downtown is not only fully tenanted, but where context-sensitive infill is called for. This review also indicated that Pendleton’s local utility structure, fiber optic wires, and high-pressure natural gas lines are potentially a major attractant force for manufacturing jobs that would locate in the I-69 business park. (see G.46)

Historic Context

Inventory

The first settler to come to Pendleton was John Rogers in 1818, who was soon followed by other homesteaders attracted to the area’s natural beauty and

its outstanding feature: the falls of Fall Creek (MCCOG 2010). The settlement’s location on the falls served a practical purpose as well as a scenic one: the hydrologic potential at the falls provided ideal motive force for water mills, the first of which was built in 1821 (Roberson et. al. 1984). Pendleton’s regional prominence was cemented when it was selected as Madison County’s first county seat in 1823 (although the seat was moved to Anderson in 1827) (Roberson et. al. 1984). An important milestone in Native American rights was marked in Pendleton in 1825 when the perpetrators of the Fall Creek Massacre were hung near the falls (MCCOG 2010). In 1830, Thomas M. Pendleton laid out the first plat of the settlement, then known as “the

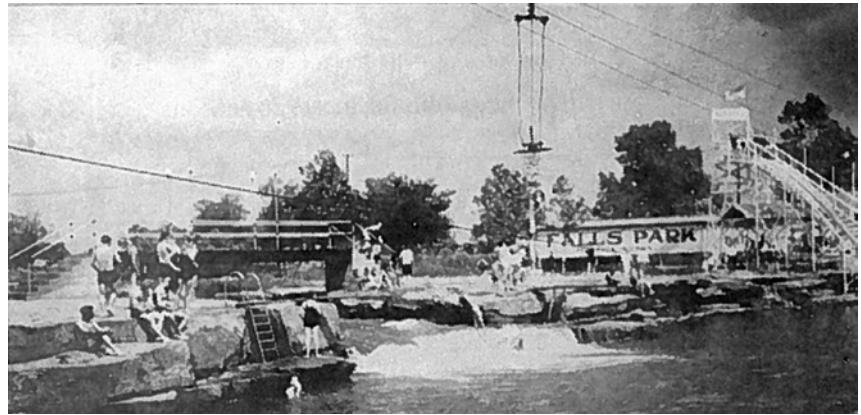


(G.47) Pendleton's core and first few additions, with the existing rail line already visible. **Historical map of Pendleton.** Illustrated Historical Atlas of the State of Indiana, 1876 Image courtesy of the David Rumsey Collection.



(G.48) The original condition of the falls. **Falls on Fall Creek.** Aloise Jarrett 2010.

Falls," and in turn the town was named "Pendleton" (Roberson et. al. 1984). Another notable event occurred in Pendleton in 1843, when Frederick Douglass and his audience, in the midst of a lecture, were overtaken by an armed mob that chased Douglass to the south side of Fall Creek and beat him until he was rescued by local Quakers (MCCOG 2010). (MCCOG 2006)



(G.49) In its heyday, the 1920s-1950s, this natural pool was considered the premier swimming location in the state (MCCOG 2010). **Falls Park pool in the 1950s.** Aloise Jarrett 2010.

The arrival of the Indianapolis and Bellefontaine Railroad in 1850, which is still in operation as the CSX Railroad, served as a lasting economic engine that set Pendleton's growth in motion. After adding several new additions, Pendleton was incorporated on Christmas Eve of 1853 (MCCOG 2006). The new town continued to succeed as an industrial hub based on its location on two railroads and the east-central Indiana natural gas boom. Unlike many gas boom cities, however, Pendleton did not flicker out with the last of the gas lamps. Pendleton retained an excellent location on two railroads and could rely on high-quality local manufacturing facilities left over from the boom (Roberson et. al. 1984).

Pendleton's next boom period occurred in the 1920s. In 1918, Pendleton created Falls Park, and in 1921 the area below the falls was formed into a natural pool. This pool attracted thousands of visitors almost immediately upon opening,

and it continued to be popular well into the 1950s or later. This spurred a larger transformation of Pendleton's economy into a regional recreational destination featuring Falls Park. Although the park flagged in the 1960s and the pool closed in 1969 (due to upstream pollution), the Park and Recreation Board has worked tirelessly since its formation in 1972 to continuously improve what is now Pendleton's foremost asset, Falls Park. (MCCOG 2010)

These two identities, a regional transportation hub and a regional recreational destination, continue to define Pendleton's economic position today.

Analysis

There are at least two useful extractions from Pendleton's history: an indication of how Pendleton has fit into the regional economy historically, and the idea that Pendleton is a historical destination with specific historical significance. Pendleton's historical niches as

a transportation hub and tourist/recreational destination continue to be applicable today. Historically, Pendleton had a much more active manufacturing/industrial economy than it has today, which perhaps reinforces that manufacturing is a potential growth area for Pendleton. Compared to historical levels, Pendleton's recreation and transportation sectors also have room to grow, indicating that Pendleton may be under-utilizing its location, and that future investments in local recreational resources targeted at a regional audience may be justified.

Pendleton's specific historical significance includes events of national significance in the Pioneer/Pre-Civil War era from 1818-1849 (first settler 1818, first county seat 1823, the water-mill industry, the Fall Creek Massacre executions in 1825, and the mobbing and rescue of Frederick Douglass in 1843), participation in Indiana's industrialization beginning in the 1850s (the Indianapolis & Bellefontaine/the Big Four railroad, the Union Traction Company/Indiana Railroad/Interurban, and the natural gas boom), and the town's identity as a Roaring Twenties resort spot (MCCOG 2006, MCCOG 2010, Roberson et. al. 1984).

Effect on Draft Goals

The inventory and analysis of Pendleton's historical context revealed that a significant part of

Pendleton's identity and continued appeal relate to Pendleton's sustained historical significance; this subject is a broad one in terms of potential ways to utilize it to achieve town goals, and so deserves a goal area. Within this goal, Pendleton should enhance its identity as a historical destination that is significant for the Pioneer Era/pre-Civil War unrest, Indiana's industrialization, and its identity as a Roaring Twenties resort spot. The examination of Pendleton's historical significance also indicated Pendleton's continued significance as a regional recreational destination that should be enhanced. (see G.57)

Local Features

Inventory

Pendleton, Indiana is home to a large number of significant historical, cultural, and natural features that contribute to Pendleton's unique appeal.

Pendleton's historic features include four listings on the National Register of Historic Places. Among these, the most significant and well advertised is the Pendleton Historic District, which encompasses the historic portion of Falls Park (the area near the falls) and most of the urban core of the town. This district includes 656 structures or resources, including historical markers of the Fall Creek Massacre hangings and the Frederick Douglass incident,



(G.49) Original brick street. **Broadway Street.** 2011.

a Carnegie Library, a c.1850 Pioneer-style log house, and a variety of outstanding examples of 1840s-1940s architecture (Roberson et. al. 1984). Many of the resources within this district contain great significance on their own, such as Falls Park and the Fall Creek Massacre marker. The majority of the district, however, gains its significance due to its extant evidence of what a small town was like around the beginning of the twentieth century, as expressed by the town's layout and the many remaining examples of period architecture.

Two significant streets within this district are Broadway Street, which retains original brick paving and a well-preserved collection of



(G.50) Pendleton's biggest event. "Encounter at the Falls" banner. 2011.

	Downtown Event	Falls Park Event
April	Opening Day Parade	Opening Day
May*	Annual Highway 38 Sale Pet Parade	Encounter at the Falls
June*	Annual Garden Walk	Lions Club June Jamboree
July*		"Pound the Pavement" 5k
August*	Outfitter's Block Party	Outfitter's Back to School Fair
September	Pendleton Fall Festival	Heritage Fair/Quilts in the Park
October	"Scarecrows on Display" Halloween Parade	FFA Booster's Car Show
November	Christmas in Pendleton	

*Free concerts are held in the park monthly during the summer

(G.51) A full events schedule. **Annual Events in Pendleton.** 2011.

c.1900 Carpenter-Builder houses (see G.49), and State Street (SR-38, Pendleton's "main street"), which features a significant group of c.1890-c.1900 commercial buildings. Each of these streets is successful in conveying a historic setting and feel throughout the year, but in addition, they have become locations for special cultural events. Broadway Street becomes the showcase residential street during holidays, especially Halloween and Christmas. Children generally begin trick-or-treating on Broadway Street at Halloween. During the Christmas season, Broadway Street becomes a decoration-viewing destination.

As the "main street" of Pendleton, State Street is an important part of nearly every major Pendleton event. Several highly active community organizations including the Pendleton Business Association and the Lions Club work with the town and other active organizations to hold at least one tourist-drawing event during every pleasant month of

the year (see G.51). These are often synchronized so that there is one activity going on in Falls Park and a corresponding activity occurring on nearby State Street only a block away. Events on State Street often involve the closure of Pendleton Avenue, but cannot close State Street (SR-38). Foremost among Pendleton's events is the Encounter at the Falls, a three-day history-buff mega-event (see G.50), which is coordinated with the regionally-popular Annual Highway 38 Sale to attract an enormous flock of tourists from a wide area. Bizarrely, the Encounter at the Falls emphasizes Civil War history, which Pendleton enjoys very limited significance in. Closely following this event is the Pendleton Fall Festival and Heritage Fair, which has similar fare, but is a mega-event at a more local-regional scale. The Heritage Fair's historical aspects involve a more-appropriate focus on pioneer-era history, but do not specifically embrace any of Pendleton's significant historical events. Table G.51 gives a more

complete listing of major events.

Pendleton also offers urban agriculture opportunities through a highly popular Community Garden sponsored by the Public Library and the Parks Department, which has maintained a waiting list for plots during each year of operation (see G.52). A Farmer's Market operates downtown on Saturdays between April and September and occasionally during the winter.

Pendleton's Falls Park is a truly significant recreational feature that draws users regionally and in certain instances, at a state-wide scale. In addition to being listed on the National Register and enjoying significant historical significance,

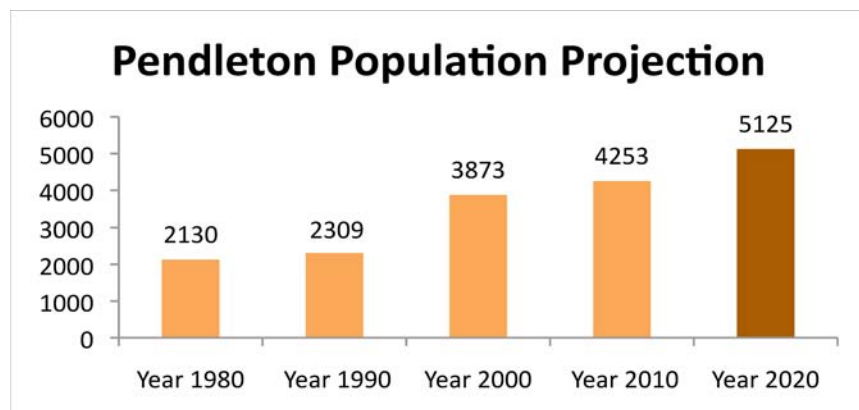


(G.52) There are waiting lists to get a plot. **Pendleton Community Garden.** 2011.

the park includes miles of nature trails, a state-of-the-art amateur baseball complex that hosts the annual little league state finals, a semi-pro football team (the Pendleton Pirates), breath-taking views of Fall Creek, a large playground, several community facilities, a skateboarding facility, basketball and volleyball courts, a historical museum, and the only public pool in southern Madison County. As noted, the park hosts numerous events throughout the year that draw very large crowds from the surrounding region.

Finally, Pendleton is located and developed to take advantage of several outstanding natural features. Foremost among these are the Falls on Fall Creek, which have been discussed in earlier sections of this inventory. Fall Creek itself is highly visible within the town and from Falls Park. Falls Park, in fact, has been excellently located to preserve and showcase many of the area's best features, including those discussed as well as Fall Creek's tributaries and a wetland system that exists to the north of the park.

Soil and flood conditions surrounding Fall Creek have also led to the preservation (thus far) of a large amount of tree cover. Fall Creek Township, with 7% tree-cover, has a 437.5% higher proportion of tree cover than Madison County taken as a whole (MCCOG 2006).



(G.53) Based on recent growth trends, Pendleton's population may be 5125 by the year 2020. US Decennial Census data with population projection. US Census 2011.

Analysis

All of Pendleton's listed features represent excellent town strengths. Obviously, Pendleton enjoys a significant weight of historical cultural features, and also enjoys popular agriculturally themed features due to its agricultural setting. From an outsider's perspective, Pendleton's events are perhaps the thing that sets Pendleton apart as a community (after Falls Park and the downtown). Based on the disconnect between Pendleton's rich historical heritage and the themes of its events, Pendleton's events could probably be used to better effect, although they are extremely impressive as-is. Pendleton's natural features indicate part of the reason why Pendleton has developed a recreational focus, but a brief description of Falls Park clearly indicates why Pendleton has risen to regional recreational prominence.

Effect on Draft Goals

The examination of Pendleton's features lent additional specificity to the historical goal complex

and also made clear the need for a group of recreational goals. Specifically, the National Register historic district should be included as a critical historical asset. Under the recreational group of goals, Pendleton should continue to improve the park, expand its offerings of regionally impressive amateur sports facilities, and enhance its nature trail offerings. Also, Pendleton's connection to the state's regional trail network makes more sense under the recreational group of goals than under alternative transportation, as people are more likely to utilize regional trails for recreation as opposed to utilitarian transportation. (see G.57)

Population Growth

Prediction

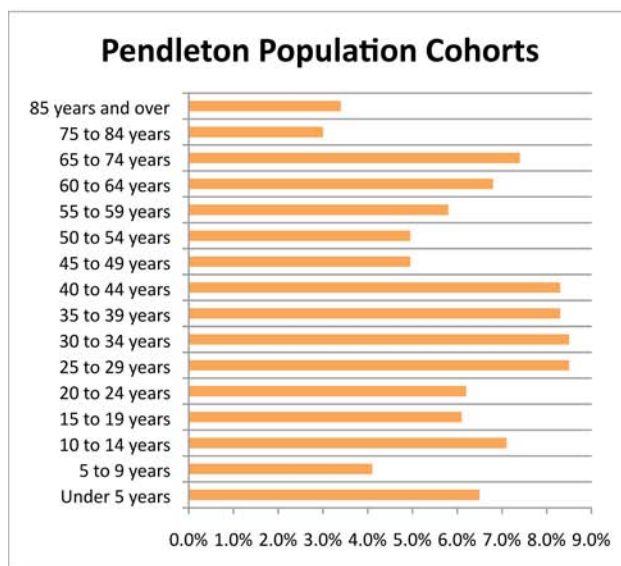
After several decades of shrinkage, Pendleton grew 99.7% between 1980 and 2010 (US Census 2011). Pendleton's specific demographic conditions and regional context make future growth predictions difficult. For

instance, Pendleton's population cohort displays no clear trends (see G.54) (for a more typical cohort displaying a trend, see G.55). This is a reflection of the fact that under present circumstances, Pendleton's growth is not simply a function of internal reproductive rates. This fact is underscored in statistics that tabulate responses to

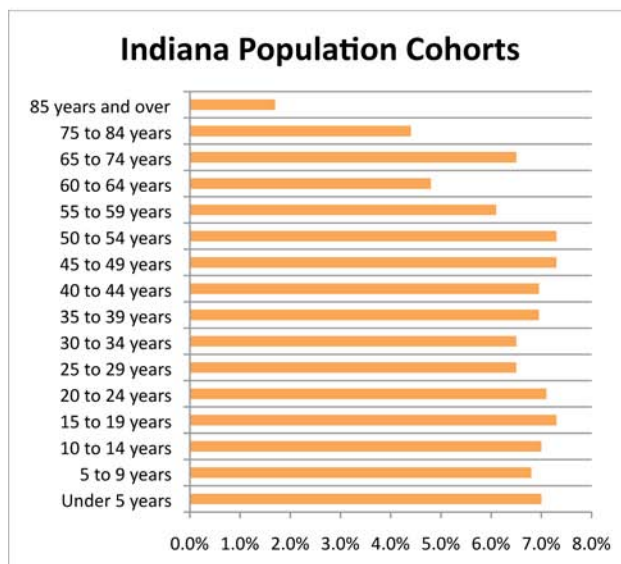
the question, "Where did you live 1 year ago?" These statistics show that despite Pendleton residents being more likely to have lived in the same house, a 53% higher proportion of Pendleton residents moved from a different county than the state average (US Census 2009). This external source of growth for Pendleton is most

likely caused by the northeastern expansion of Indianapolis and its suburbs along Interstate 69.

Despite recognizing this trend, however, it remains difficult to assess its likely impacts. The scale of Indianapolis' northeastern growth is quite large, and yet the further from Indianapolis it gets,



(G.54) Pendleton Population Cohorts. American Community Survey. US Census 2009.



(G.55) Indiana Population Cohorts. American Community Survey. US Census 2009.

2005-2009 American Community Survey		
	Pendleton	Indiana
Total population	5,470	6,342,469
Male	53.3%	49.2%
Female	46.7%	50.8%
Median age (years)	36.2	36.4
High school graduate or higher (25+)	87.4%	85.7%
Bachelor's degree or higher (25+)	22.4%	21.9%
Poverty rate	5.4%	13.2%

Population enrolled in school (3+)	1,039	1,674,904
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Total households	2,043	2,468,006
Average household size	2.34	2.49
Average family household size	2.95	3.04
Median rooms	5.8	5.6
Average household income	\$57,295	\$54,040

Owner-occupied households	1,430	1,764,450
Average household size	2.52	2.59
Monthly cost/income (w. mort.)	19.77%	19.90%
Monthly cost/income (w.o. mort.)	11.96%	13.03%

Renter-occupied households	613	703,556
Average household size	1.92	2.24
Rent/income	24.00%	24.88%

Types of households		
With at least one child (<18)	30.3%	34.1%
With at least one senior (>65)	24.8%	22.5%
Family households	64.6%	67.0%
Owner-occupied	70.0%	71.5%
Renter-occupied	30.0%	28.5%

Residence 1 Year Ago		
Same house	87.2%	83.6%
Different house in the U.S.	12.8%	16.1%
Same county	3.6%	10.1%
Different county	9.2%	6.0%
Same state	6.7%	3.6%
Different state	2.5%	2.3%
Abroad	0.0%	0.4%

(G.56) Demographic Statistics. American Community Survey. US Census 2009.

the less sustains its continuance. In the end, a simple average of Decennial Census data since the beginning of Pendleton's current growth trend was selected. This resulted in a population prediction of 5,125 people for the year 2020, which is a growth rate of 20.5% over the next nine years (an increase of approximately 2.28% of the 2010 total per year). It is critical to note here, comparing the total population figures for G.56 and G.53, that these are based on two different geographic boundaries, so there is not actually a large discrepancy, as it would seem. This report relies on 2005-2009 American Community Survey (ACS) for most purposes due to the high availability and breadth of data. For population growth, however, the Decennial Census offers both the most authoritative and the most recent data on total population, and the so that data was used to determine population growth. Applying the growth rate to the ACS data, Pendleton would have approximately 6,704 people in 2020. This is an increase of 1,234 people, which at an average household size of 2.34 persons, equates to a projected need for 527 new housing units over the next decade.

In making plans for the future, it is critical to know expected levels of population growth so that design suggestions can be scaled appropriately. The rough 2020 population prediction

of 6,704 (ACS-adjusted) people (an additional 1,234 people/527 households) was carefully considered during the planning process as a baseline for decision-making.

Effect on Draft Goals

The population prediction allowed greater specificity by applying the growth projection where applicable. (see G.57)

Demographics

Inventory

As noted under the previous heading, Pendleton's display an unusual distribution, which can be compared for reference to the distribution for Indiana as a whole. From this comparison, several important facts about Pendleton's population become apparent. Perhaps most striking is Pendleton's much higher proportion of young adults 25-45. Typically one expects to see this age group correspond with a similarly pronounced proportion of family households, but in fact Pendleton has a 4.6% smaller proportion of these (US Census 2009). Similarly, Pendleton has a 11.1% smaller proportion of households with children and a 6.0% smaller average household size (US Census 2009). This high proportion of single young adults could be related to or help explain the fact that Pendleton has 14.1% more males than females (US Census 2009) (see DP.32).

Another unusually large age cohort within Pendleton is those over 65, including the very old over 85. At the same time, Pendleton has a much lower proportion of children and adults under 25 years old than Indiana as a whole.

Pendleton's population is better educated than the state on average, has a 6.0% higher average household income and a 144.4% lower poverty rate (US Census 2009).

Analysis

The demographics of Pendleton were critical in understanding the population the plan will serve. Pendleton displays several significant deviations from Indiana's average. The fact that there was an unusually large group of single, probably male, 25-45 year-olds was important in identifying a user-group that might have gone unknown. Also identified were the large number of those over 65, which is a user-group with special needs that needed to be planned for. The low proportion of children is notable, but because there are still well over a thousand children, and because many children come to Pendleton to go to school or use the park, children were still considered to be a critical user group in the planning process.

Effect on Draft Goals

The examination of the

demographics led to the question of why Pendleton's character was defined as "family oriented" when there are fewer families than normal in Pendleton. Perhaps "family friendly," like "small-town character," is a way of indicating other attributes and it would be better to utilize those attributes as opposed to using the term "family friendly." It would be more accurate to say that Pendleton's character was safe, attractive, and walkable with an active, involved community. (see G.57)

2011 Draft Goals v.4

- Preserve community character:
 - Safe, attractive, and walkable with an active, involved community
 - Establish a preferred development zone
 - Encourage "habitats" of compatible mixed uses instead of single-use zoning
 - Create approximately 211 rental and 316 ownership housing units, including affordable units, that encourage a strong sense of community
 - Increase utilization of downtown by encouraging upper-floor residential, additional consumer services, new office space, and infill as appropriate
- Enhance Pendleton's identity as a historical destination significant for:

- The Pioneer era/Pre-Civil War social unrest
- Indiana's industrialization and railroads
- Being a Roaring Twenties resort spot
- Pendleton's life as a small town in the early twentieth century, as recognized by the Historic District

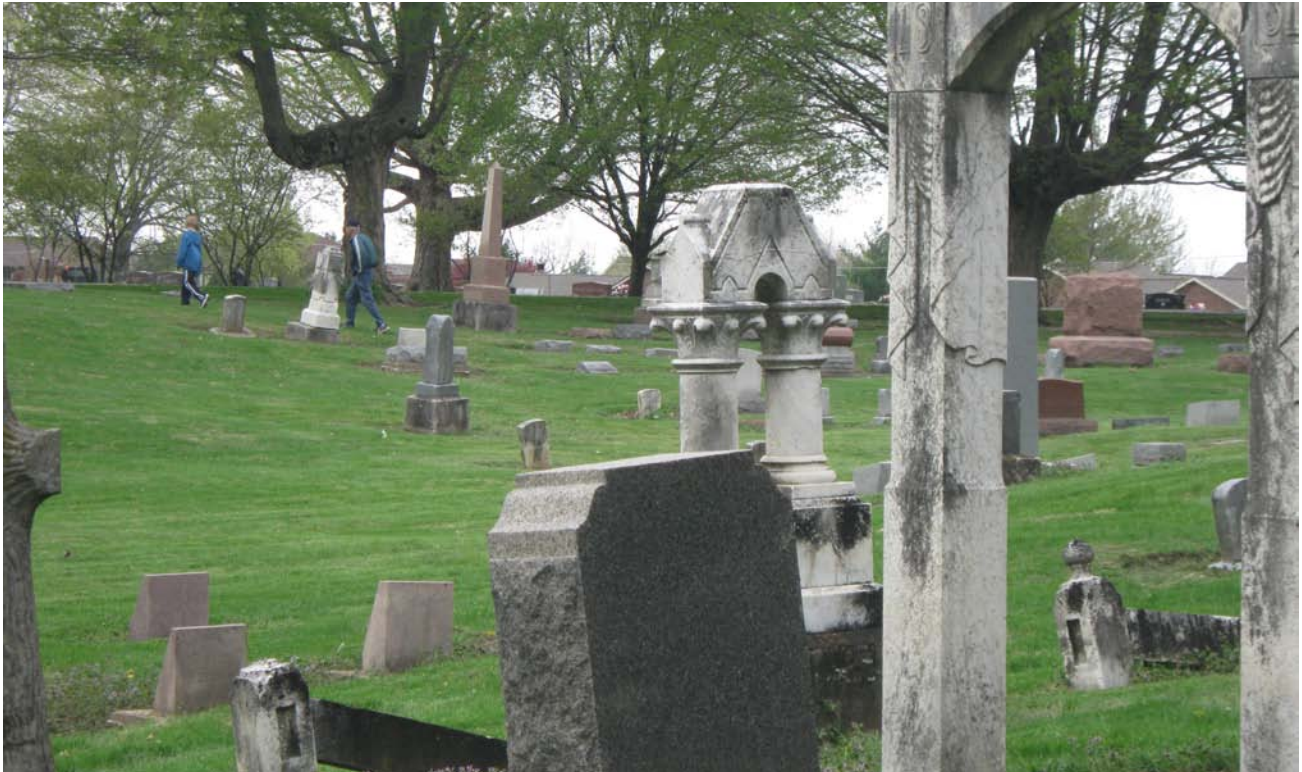
- Conserve Pendleton's setting:
 - Conserve habitat lands, especially wooded riparian corridors and wetlands
 - Conserve surrounding agricultural lands
- Expand alternative transportation
 - Extend infrastructure to developments adjacent to the walkable core
 - Extend system spines to major employers located on the fringes of Pendleton
- Enhance Pendleton's identity as a

regional recreational destination:

- Continue to invest in Falls Park
- Expand regionally impressive amateur sports facilities
- Create more nature trails
- Connect to Indiana's regional trail system

- Encourage high-quality economic growth:
 - Attract manufacturing jobs to Pendleton by promoting Pendleton's excellent regional location and desirable utility structure and offerings
 - Attract white-collar jobs to Pendleton's core by promoting its fiber-optic service and the town's high quality of life
 - Implement a municipal fiber-optic utility in Pendleton's core

(G.57) Goals affected by history, features, and demographics. **Draft goals v.4.** 2011.

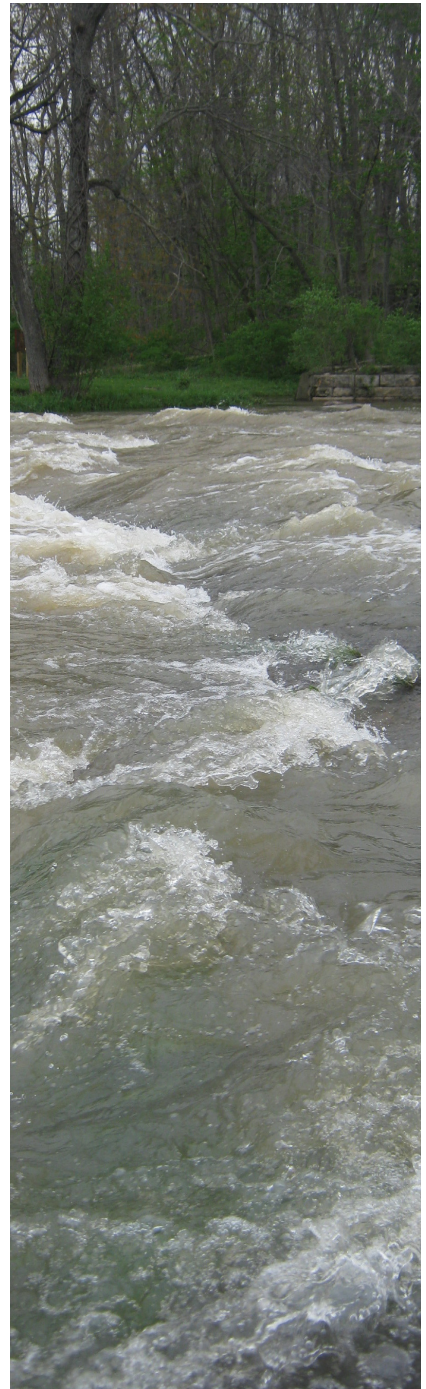


(G.58) Above: Locals are interested in history.
Historic municipal cemetery. 2011.

(G.59) Right: Fall Creek is a familiar sight in
Pendleton. **Fall Creek after storm.** 2011.

Plan Goals

The inventory and analysis process of the 2011 Plan allowed the refinement of the draft goals based on the 2006 Plan into a robust set of actionable goals that clearly respond to local and current conditions and indicate strategies for implementation. The Draft Goals' v.4 wording was refined slightly and the organization was reformatted for clarity to produce the 2011 Plan Goals. These goals are organized with a hierarchy, in which the all-important task of preserving Pendleton's character is listed as the prime directive with five additional goals, A through E, that present goals within specific content-areas. Each of the prime directive and the other five goals are given greater specificity and made actionable through the use of subheadings. The 2011 Plan Goals follow on the next page.



Plan Goals

2011 Plan Goals

- Prime directive: Preserve Pendleton's character, which is safe, attractive, and walkable with an active, involved community
 - Establish a preferred development zone to promote the centralized growth needed to maintain Pendleton's character
 - Create a land-use paradigm where "habitats" of compatible mixed uses are the norm
 - Plan for and incentivize the creation of approximately 211 rental and 316 ownership housing units, including affordable units, in locations, densities, and styles that will reinforce Pendleton's community character
 - Increase utilization of, and thus enhance, Pendleton's downtown by encouraging residential, consumer service, and office employment uses in upper floors, rehabilitated buildings, and context-sensitive infill
- Goal A: Conserve Pendleton's setting
 - Conserve habitat lands, especially wooded riparian corridors and wetlands
 - Conserve surrounding agricultural lands
- Goal B: Enhance Pendleton's historical identity by emphasizing its specific historical significance
 - Pendleton's regional and national roles in the Pioneer era/ Pre-Civil War social unrest
 - Pendleton's participation in Indiana's industrialization
 - Falls Park's heyday as a Roaring Twenties resort spot
 - Pendleton's life as a small town in the early twentieth century, as recognized by the Historic District
- Goal C: Improve Pendleton's appeal as a regional recreational destination
 - Continue to invest in Falls Park
 - Expand regionally impressive amateur sports facilities
 - Create more nature trails
 - Connect to Indiana's regional trail system
- Goal D: Encourage high-quality economic growth
 - Attract manufacturing jobs to Pendleton by promoting Pendleton's excellent regional location and desirable utility structure and offerings
 - Attract white-collar jobs to Pendleton's core by promoting its fiber-optic service and the town's high quality of life
 - Implement a municipal fiber-optic utility in Pendleton's core
- Goal E: Expand alternative transportation.
 - Extend infrastructure to developments adjacent to the walkable core
 - Extend system spines to major employers located on the fringes of Pendleton

(G.60) Based on the 2006 Plan and local conditions. **2011 Plan Goals.** 2011.



(G.60) A variety of businesses in an historic setting. **Downtown.** 2011.



(P.1) Left: Quirky community character. **Pepsi machine.** 2011.

(P.2) Right: Elegant community character. **Cast statue fountain.** 2011.





(P.3) Above: The nature trails are well-used. **Nature trail behind cemetery.** 2011.

(P.4) Right: Preservation of community character is the prime directive. **Community character detail.** 2011.

Strategies

To better clarify the plan goals and provide additional information about their potential implementation, this plan includes a discussion of potential strategies to be used, organized by goal.



Strategies

Prime Directive: Character

Preferred development zone

A preferred development zone can simply be a zoning overlay district in which additional incentives are given. Pendleton, as a highly capable, relatively small municipality with two (three with fiber optic) public utilities has a wide range of incentive tools that could be utilized. It is especially important that development within the preferred development zone be encouraged to achieve at least moderate density and a mix of uses.

A “habitat” land-use paradigm

As long as zoning ordinances continue to be defined in terms of mandatory setbacks, screens, and single uses, development will continue to fail to promote the kind of community character that Pendleton obviously values and wishes to promote. Pendleton will need to step up to completely re-write its ordinances in a revolutionary way. Traditional single-use zoning ordinances are based on defining land use classifications and applying those land use classifications to specific locations. Instead, zoning ordinances should define areas of similar character (districts), analyze existing conditions within those districts, and write development ordinances for each district that define how new development can match the character of existing development in that district (or move towards

the character of development that the town would like to promote in that district). Land uses allowed should be approached with the idea that multiple land uses should be encouraged to co-exist in close proximity as long as they are compatible (as opposed to the idea that mixed land uses are the exception), and the ordinances could even be written to promote or require a mix of land uses within a given district.

An anticipated objection to this strategy is the concern that landowners will object to zoning changes. These objections would likely occur in two forms: objections due to land use or form requirements, and objections due to a desire to be included in one district as opposed to a different nearby district.

The first objection is unlikely, or easily handled, on account of the methodology of this strategy. The allowed land use and form requirements would be based on existing conditions in a district, and so would be very unlikely to disallow existing conditions in a district. When it did occur, the conditions would likely be very similar to what occurs under the present zoning paradigm: either due to an unkempt property or due to an increase in standards, both of which can be dealt with. Especially given the attitude that multiple land uses should be encouraged, a “downzoning” or “taking” situation

would be extremely unlikely.

The second objection, the desire of a landowner to be included in one as opposed to another district, would very likely occur, but wouldn’t likely pose a significant problem. Each district would be defined by its distinct characteristics, which would provide an objective test of whether a property ought to be included in that district. Districts should be sized at a small-enough scale (often following historical plat addition boundaries, which would provide an alternative objective district definition) that each district’s characteristics could be clearly defined. In cases where the district borders “feather,” like in downtown, there could be a provision for feathered district definitions (with some restrictions; e.g. a property can only be in a district that the property is not actually contiguous to if the property is within a maximum of 250 feet of a property that is in and contiguous to that district).

Ultimately, this zoning paradigm would imply and create a development paradigm in which developers are literally encouraged to do what planners have always wanted them to do: build in harmony with existing conditions. In contrast, existing zoning paradigms de-humanize the development process and encourage developers to construct sterile buildings and environments. Although the

existing zoning paradigm seems more objective, this is an illusion because development history, form, and character definitions can all be objectively described and defended. The only other foreseen objection—beside the fact that the idea is new—is that the district analysis and definitions would be expensive to prepare. Again, this is an illusion. Towns spend many thousands of dollars to prepare and maintain traditional zoning definitions and standards, and through grants, volunteers, or direct payment spend thousands of additional dollars on architectural surveys, housing stock surveys, historical studies, comprehensive plans, downtown revitalization plans, and the like. This new zoning paradigm would automatically utilize much of the content of, and serve much of the purpose of, all of these types of plans and studies. As such, even if the district definitions had to be prepared over time by multi-purposing other types of planning, the preparation of the district definitions could easily be funded under the same funding framework that planning has traditionally been funded under. This also brings up a final point, that this type of zoning would bridge the gap between municipal legal environments and plans and the implementation of other types of plans that strive, sometimes without teeth, to make positive impacts on community character.

Plan for predicted housing needs

One of the chief drivers of sprawl is the demand for, or development of, new residential construction. By anticipating and planning for this demand and/or development, a municipality stands a much better chance of achieving positive growth. Instead of dealing with bad growth that is ill-located and ill-developed, or compromising over growth that is well developed, but badly located, the town can achieve growth that reinforces and improves town character. Based on community input and the 2006 Comprehensive Plan, such growth would be walkable and encourage an involved community, and thus be located close to the town core and developed in a style that encourages resident pride. If Pendleton wants to achieve this type of growth, it can do so by creating a development environment that also encourages this type of growth.

First, good development ordinances and preferred development districts can be utilized so that desired growth is incentivized. Remembering that town prosperity is ultimately defined by tax dollars and the general desirability, and thus quality, of the town, reasonable incentives, such as fee waivers and expedited planning approvals, should be amply provided. In addition, some good ordinance characteristics like dense development and mixed uses, are also beneficial to developers operating

according to market forces.

Secondly, the town can create community non-profit resources that also encourage desired growth. Pendleton could work with local non-profits to create a revolving fund that will finance high-quality developments within the preferred development area. By bringing access to low- or even reasonable-interest financing to the table, Pendleton (through the non-profits, which also do not have the restrictions that local governments do) would have an extremely strong hand and could create irresistible draws to develop in a style that meets the standards required by the financing. Upon considering the influence that banks and investors have on developers, it is clear that the town would have considerable latitude. In turn, positive development will also meet the stated goals of many community non-profits, and the use of a revolving fund will allow funds to be utilized repeatedly.

Finally, the town can simply use its unique local knowledge, expertise, and influence to work with developers to encourage them to develop where the town would like them to develop. To accomplish this effectively, planning officials need to do two things. First, planning officials would consider the types of residential development projects that could potentially be brought to the table, and then determine where those

projects could practically achieve town goals while delivering a high profit to a potential developer. Second, the town must promote the idea that it is advantageous for developers to bring the town into the development process early. At this point, the town is in a perfect position to show potential developers that the town has made it in the developers' best interests to develop in the way that the town would like to promote. Planners can ensure that developers are aware of incentives, planners can bring non-profit resources to the table, and planners and suggest specific alternative project locations that would meet the goals of all parties.

Increase utilization of downtown

Although many towns can and have spent ample time and money attempting to bring dead downtowns back to life through physical enhancements, the key to a vital and attractive downtown is active land use. Physical enhancements have their place in encouraging or catalyzing renewed interest in a downtown. Ultimately, however, vital downtowns have people in them—people living in them, people eating and shopping in them, and people working in them. Fortunately, Pendleton's downtown does moderately well. The downtown enjoys three municipal offices (the town hall, the police department, and the fire department) that all serve as reliable anchors, and

the downtown is closely linked with the surrounding medium-density residential development. Vacant commercial spaces are almost always filled within several months. Unfortunately, downtown businesses have a high turnover rate, especially among the types of businesses that attract people to a downtown for fun, like antique shops, bars, and restaurants. Ultimately the goal should be to see these businesses succeed and increase in number. The best way to do this is to improve the immediate local customer base (i.e. get more people living and working downtown).

Increasing the number of residents living downtown should be easy. The town allows multi-family and "second floor" residential downtown as conditional land uses (Pendleton Zoning 1997). The town should work with the Pendleton Business Association to actively encourage building owners to convert second and third floors to residential apartments. The Pendleton rental market has been extremely healthy even in the recession; so building owners who convert upper floors to rental units would have an almost guaranteed income. The anticipated problem is that building owners may not have the capital to make needed improvements or may face compliance issues. It would be in the interest of the town to try to work with building owners on code compliance where safe and

appropriate. In terms of capital, another revolving fund would serve the interests of all involved—the town, building owners, and non-profits interested in promoting the welfare of Pendleton.

Increasing the number of workers downtown is slightly more challenging because the office space market in Pendleton is less defined than the residential rental market. Again, offices are often appropriate uses of upper floors of downtown buildings. The issue here may again be somewhat related to simple lack of offerings—few downtown buildings offer their upper floors for rent.

In conjunction with the provision of a municipal fiber optic utility, however, the Pendleton downtown office market has the potential to really take off. In this case, market forces would heavily favor the location of business offices downtown. In order to ensure this outcome, Pendleton should absolutely step in to grease whatever wheels are required to get "new economy" office tenants into historical downtown buildings, or appropriately developed infill buildings.

Once these steps are taken, downtown restaurants, bars, and shops become much more viable.

Goal A: Conservation

Conserve habitat lands

Pendleton's best course of action to ensure the preservation of habitat lands is to secure conservation easements by negotiating their purchase or donation. Frequently, a land trust will be utilized to receive this easement. Conservation easements essentially involve the permanent relinquishment of the right to develop on a piece of land. This restriction is recorded on the deed of the property and transfers intact to any new owner. In turn, the value of the land is reduced for property tax purposes by the value of the development right, to the benefit of the owner. In addition, property owners who donate a conservation easement or sell it at a reduced price can deduct the value of the development easement from their taxes, which equates to a monetary value equal to the donor's highest tax bracket. Obviously, Pendleton's top priority should be to secure donations, but in some instances the easement may be worth purchasing. Protecting wooded riparian corridors and wetlands are high priorities. Secondary priorities would include large wooded areas and other riparian corridors that are not wooded. Unwooded riparian corridors should be restored, and there are myriad grants available for this purpose from governments at all levels and from non-profit organizations.

Property owners are frequently willing to discuss conservation easements because existing habitat areas often reflect land that is difficult to use anyway. In addition, many people see the protection of habitat lands as the "right thing to do," which assists in negotiations.

Conserve agricultural lands

Agricultural conservation is a trickier issue than habitat conservation due to scale and more intensive economics. Conservation ordinances can also be used as a tool with agricultural conservation, and Pendleton should definitely set up a system so that agricultural conservation easements can be accepted. Due to the amount of extant agricultural lands, however, Pendleton will most likely be limited to gaining these easements through donations. This does not, however, mean that Pendleton is powerless to encourage these easements, however. Farmers who donate these easements can still farm the land, and they also receive substantial tax benefits. As a result, the town may be capable of persuading many landowners to donate an easement, especially in conjunction with education about the benefits of the easement to the landowner and the larger problem of agricultural land encroachment.

Some additional help for this issue can come from Pendleton's efforts to shift new residential development to preferred

development areas that are located close to the town. This will relieve pressure from large developers, but may not stop individual homebuilders. Additional help can come from careful zoning ordinance requirements that recognize the agricultural character of agricultural lands and, in sharp contrast to the zoning strategy within town, utilize appropriate use restrictions.

Goal B: History

General Strategy

Rather than being generally "historic," Pendleton, like any other place, is historically significant within certain historical contexts and not others. For instance, although there is a Revolutionary War veteran buried in the town cemetery, Pendleton is not significant in the historical context of the Revolutionary War. Pendleton simply did not play a major role (or indeed exist) during the Revolutionary War. Pendleton is, however, significant within the historical context of the industrialization of Indiana. A historical context is an era or a trend in history, like a war or an economic or social period. Pendleton's relevant historical contexts are listed in the underlined headings below, and while these may not be comprehensive, they appear to be the strongest claims Pendleton has on history. A historical context is valid when a reasonable concentration of

evidence of that historical context remains. For instance, many major components of the industrialization of Indiana occurred within Pendleton, and a large amount of evidence of this fact still exists, including architecture, stone railroad bridge abutments, raised earth along former railroad rights of ways, and a still-functioning historical railroad. It is important to differentiate between tenuous connections that can be drawn between Pendleton and a given historical event and the fact that Pendleton actually played an important role in a given historical event.

A significant part of Pendleton's economy rests on the service sector (as noted in the Economics inventory), and an important part of this is tourism. An Indianapolis resident who is looking to take a day trip to a historical location, however, has little incentive currently to come to Pendleton. A resident of Indianapolis can, almost literally, choose any state route out of Indianapolis, drive about a hour, and end up in a "historical" town. Right now, how are these potential customers, future residents, or even future Pendleton business owners supposed to know that Pendleton is any different? The average historical town cannot claim the level of legitimate historical significance that Pendleton has, but true historical significance and attractiveness rests on specificity

and legitimacy. The question is, how to go about making this change in Pendleton's image?

First, Pendleton must begin to think of its historical identity in terms of its specific historical contexts. This requires town officials, or whoever will spearhead this project, to form in their minds a coherent narrative of what make Pendleton historically significant (this plan makes the suggestions found underlined below). Then, the town should begin to educate business-owners and the public so that they also understand what, specifically, makes Pendleton historically significant. This begins the process of re-shaping Pendleton's reputation from just another "historical" small town to being known as the place to go to learn about the settlement of Indiana, or the industrialization of Indiana, or the best place in Indiana to learn about Frederick Douglass, or the best place in the entire country to learn about the Fall Creek Massacre . . . and so on.

Secondly, although historical resources abound all over the town, people need appropriate signage to find them. This can be achieved relatively easily. First, Pendleton simply needs create a list of its historically significant resources. Then, Pendleton can create a wayfinding system that begins downtown. A visitor could simply go the central kiosk downtown and see where all of

Pendleton's historical resources were. Helped by some additional signs at key points, any visitor could easily enjoy a day of semi-guided sightseeing, and this capability would undoubtedly attract tourists, who would also shop, eat out, and potentially want to live, work in, or bring their business to, Pendleton.

Finally, Pendleton can create interpretive signage, or in some cases destinations or exhibits, at those resources. This action begins to transform the historical Pendleton sightseeing tour into a museum-level experience, especially when fully built-out. Consider that Conner Prairie, just down the interstate, attracts thousands of tourists. Why not bring some of these tourists to Pendleton for free, experience Falls Park, shop and eat downtown AND find and learn about all the historical resources across Pendleton, what is to stop people from re-routing their day trips or even field trips to Pendleton? With wayfinding that tells visitors where to go and signage that explains what they are looking at and how it fits into history, Pendleton has enough significance to begin to attract public crowds.

While these are all relatively easy to implement, it would be ridiculous to expect the entire system to be rolled out at once. Pendleton would be best served by breaking the signage rollouts into phases

that correspond with Pendleton's historical contexts. In other words, first create all the wayfinding and interpretive signage for one historical context, then move onto a second context once the first is finished. As mentioned earlier, Pendleton should focus on advertising specific contexts that the town is significant within, and if Pendleton advertises one of its historical contexts then it would be nice if visitors could be guided to appreciate that context when they get into town (with wayfinding and interpretive signage).

A less expensive, and by no means mutually exclusive, alternative is to utilize technology to perform the wayfinding and interpretive functions that signs normally would. Geocaching, a sort of modern-day treasure hunt with the use of hand-held GPS devices, would make these signs as inexpensive as electrons and low-wage web-page-constructing interns. The town would simply need to publish the longitude and latitude of its historical resources, grouped by their historical contexts, and could publish descriptions of those resources alongside the coordinates. Geocaching enthusiasts can then download this data or print it out to make use of it. This sounds like an obscure hobby, but in fact it is attracting a growing number of participants who are often willing to drive some distance for a good experience. As modern phones

incorporate GPS as well, Pendleton could reach out to the general public through the use of a town-created map on Google Maps. Such geocaching tours and maps could be hosted on the town's website, and would be effective in drawing tourists and in spreading awareness of Pendleton's unique historical significance.

A list of Pendleton's historical contexts and historical resources follows. It is believed that these are the most evident historical contexts that Pendleton fits into, but it is hoped and expected that others can add to or amend this list.

Pioneer era/ Pre-Civil War social unrest

Components:

John Rogers, first Madison County settler
Original Madison County seat
Early pioneer highways
"The Falls" original settlement
Watermill industry
Fall Creek Massacre executions
Thomas M. Pendleton's original plat
Frederick Douglass lecture, mobbing, and rescue

Evidence:

Fall Creek
The Falls
State Road 38
Pendleton Avenue
Log Cabin
Old cemetery
Fall Creek Massacre executions

memorial stone
Pendleton's street grid following original plat
Frederick Douglass memorial stone
Friends Meeting House

Indiana's industrialization

Components:

Indianapolis and Bellefontaine Railroad
Big Four Railroad
Union Traction Company Railroad (Interurban)
Indiana Railroad (Interurban)
East Central Indiana gas boom

Geocaching as Marketing Tool

CLAYTON COUNTY, GA *Joining a recently growing number of communities and regions, this county has established a geocaching challenge that attracts tourists while promoting additional area attractions. In geocaching, participants use GPS devices to discover hidden caches that often contain a small prize and a log book for recording each finder's name. This county has hidden a total of nine geocaches near county attractions, and at each one the prize is a trading card featuring information about its nearby attraction. This not only brings enthusiasts to the county to geocache, but potentially brings them back to experience the attractions that they discover. Clayton County began receiving positive feedback about its challenge almost immediately. Additionally, geocachers glowed about the friendly communities and interesting, previously-unknown cache locations. (2011 Clayton Co.)*

Evidence:

CSX Railroad

Stone railroad bridge piers in Fall Creek

Stone railroad bridge abutment near Historical Museum

Raised spine of earth along eastern edge of Falls Park

Depressed spine of earth along eastern edge of town cemetery

Notable gaps in town

development along former right of way of Indiana Railroad

Select architecture in downtown and north of Fall Creek (former industrial uses and locations)

Town architecture around c.1890 and c.1900 (especially downtown)

Falls Park pond (old quarry)

Idlewold Golf Course and Country Club

Roaring Twenties resort spot

Components and Evidence:

Falls Park

The Falls

Falls Park pool walls and remnants in Fall Creek

Bridge over the falls

Metal plates and bolts near falls (from water slide)

Filled-in children's pool near Falls Pendleton Historical Museum in old bathhouse

Cast swan fountain

Park small building architecture
Downtown

Early twentieth century small town

Components and Evidence:

Historic residential architecture throughout town

State Street

Post Office

Carnegie Library

Broadway Street

Falls Park

Goal C: Recreation

Continue to invest in Falls Park

The degree to which outsiders and residents praise Falls Park clearly indicates that the park represents a significant component of Pendleton's appeal. Therefore, continued investment in Falls Park seems wise and warranted. Falls Park has a recently published Parks and Recreation Master Plan (MCCOG 2010) that it should utilize to guide future actions and investment.

Expand amateur sports facilities

With the 2003 construction of the Sports Complex (baseball and softball), Falls Park gained yet another regional significance. The complex has won wide praise and has even attracted a state little league baseball championship, as well as, somewhat randomly, a semi-pro football team, the Pendleton Pirates. This adds generally to Pendleton's regional significance as a recreational destination, but also begins to form a sub-category of Pendleton regional significance: amateur sports facilities. Such facilities, especially when created in coordination with local

stakeholder groups (i.e. amateur leagues), have the potential to engage the local community and draw outsiders into the community. If user-groups, such as leagues, maintain the facilities (as is often the case), then the town can derive great benefit from these types of facilities at a low cost.

The first thing that Pendleton can do under this heading is to put polishing touches on the existing Sports Complex as called for in the 2010 Parks and Recreation Masterplan (MCCOG), most notably paving the parking lot and paving the shelter near the parking lot. In taking this action, the park needs to be painstakingly conscious of the negative effects that large paving projects can have, and take appropriate actions to avoid causing water quality issues. As such, permeable paving options should be considered, and/or site designs that direct water into tree canopies, vegetated swales, staged holding areas, and dry ponds (as in a Low Impact Development treatment chain). Additionally, design elements of creating large paved areas should be considered as well. The idea of paving the parking lot at the Sports Complex would be to improve its appeal and utility, so creating an eyesore that does not reflect the character of Pendleton would be an expensive waste. Instead, the parking lot should be appropriately broken up by vegetation and trees so that it can be what it

is intended to be: an amenity.

Secondly, Pendleton can expand its facility offerings. If the success of the Sports Complex can be matched, Pendleton's recreational attractiveness would be compounded. The 1999 Parks and Recreation Masterplan (MCCOG) recommended the creation of a Soccer Complex, for which well-organized local stakeholder groups exist (football would also be an option). There is a large, adjacent parcel of land to Falls Park that could support at least four soccer fields. In addition, the adjacent section of Falls Park is underutilized and could potentially support one to three additional fields (number of fields that can be supported depends on the intended age distribution of users and field sizing). The acquisition of this land and its development as a Soccer Complex would contribute to Falls Park's integration into the dense urban core of Pendleton. Most importantly, this would compound Pendleton's identity as a regional recreational destination and a community with ample recreational amenities.

Create more nature trails

Recreational surveys, including the one carried out by the Statewide Comprehensive Outdoor Recreation Plan (IDNR 2006), have repeatedly shown that walking is the most popular form of recreation in Indiana. Planner observation and interviews with the

Falls Park Superintendant carried out during the 2010 Pendleton Parks and Recreation Masterplan process indicate that the nature trails in the northern portion of Falls Park are extraordinarily well used. The trails were called out as a park asset in the LAND analysis (liabilities, assets, needs, dreams) portion of the 2010 Parks and Recreation Masterplan (MCCOG).

As such, Pendleton and Falls Park would be well served by expanding these offerings. There is a potential opportunity to expand parks lands northward and eastward to SR-67 along Prairie Creek, and this would also serve important benefits in terms of habitat- and water quality-protection (by preserving and restoring a buffer along that waterway). This would also serve the next goal (regional trail system connection) by bringing Pendleton's trail system closer to a connection with Anderson to the north by connecting Falls Park trails with SR-67. Finally, this connection would also position Falls Park and its circulation network in a position to connect to the vast acreages of habitat lands near IML (and in a position to acquire IML land when local gravel deposits are depleted).

Connect to the regional trail system

As discussed in the above heading, walking is Indiana's most popular recreational activity (IDNR 2006). As covered in the Regional Connections

inventory section, Pendleton is being completely bypassed by Indiana's quickly growing regional trail network. Given the role that local recreational amenities play in Pendleton's appeal, and given the importance of recreation to Pendleton's regional significance, Pendleton should not allow this to happen.

By working with other local project administrators (LPAs) to extend north and south trails further, Pendleton can make regional trail connections. Extending a trail southwest along Fall Creek, SR-67, or the former right of way of the Indiana Railroad (the Interurban) would directly link Pendleton to culturally intermixed southern neighbor Ingalls, and then on to Fortville and the Geist-area's extensive trail network. Not only would this build on Pendleton's identity as a regional recreation destination, but it would attract trail tourism from Indianapolis.

Simply connecting Pendleton to the major employers located north on SR-67 would already connect Pendleton directly with local municipal center Anderson, and by working with that city, Pendleton's trail could potentially be linked to Anderson's downtown and its beautiful and growing trail system. Each of these trail connections is a part of the local Metropolitan Planning Organization's plans for alternative transportation expansion.

Many options exist for the creation of this regional trail, but one of the most compelling options ties into local history: developing a trail along the former right of way of the Indiana Railroad, also known as the Interurban. Although the right of way for much of this trail has ceded to neighboring landowners, buildings have yet to encroach on the land. Also, Pendleton owns much of the right of way due to the location of several public lands, including Falls Park, Idlewold Golf Course and Country Club, and the Municipal Cemetery. A trail connection to Idlewold Golf Course is called for in the 2010 Pendleton Parks and Recreation Masterplan (2010). Most importantly, the historical value of this trail-route selection would greatly enhance the historical offerings of the town. The 2006 Indiana State Trails, Greenways, and Bikeways Plan also identifies this as a Priority Visionary Trail (2010 MCCOG).

Goal D: Economic Development

Attract manufacturing jobs

As discussed in detail in the Regional Connections inventory section, Pendleton has a desirable location on the regional highway network, and as discussed in the Utilities inventory section, Pendleton's utility organization and the utility offerings at Falls Pointe Business Park are both attractive.

Pendleton should utilize these strengths to attract un-obtrusive light industrial jobs to Pendleton.

Attract white-collar jobs

If Pendleton implements a municipal fiber-optic utility in Pendleton's core, then this state-of-the-art connection in combination with the high quality of life in Pendleton will make Pendleton a very attractive location for businesses whose primary input requirement is excellent Internet access.

Implement a fiber-optic utility

Pendleton is unusually well positioned to operate a municipal fiber optic utility. Indiana's main fiber optic lines run just 1 mile west of Pendleton's dense population core of several thousand users. This mile is traversable by raised utility wire, as is the dense grid within the town. In other words, initial infrastructure costs to provide fiber optic service to Pendleton would be unusually low. Furthermore, Pendleton has the infrastructure and local expertise to run municipal utilities. With the addition of a telecommunications expert, the Town of Pendleton would have the resources needed to operate a municipal fiber optic utility. Fiber optic wire is the state-of-the-art in telecommunications technology, and on a cost-independent basis would be preferred over every other type of telecommunications service currently offered. Based on the

experiences of other communities that have implemented municipal fiber optic utilities, Pendleton could make a rapid return on investment while offering superior service at a lower cost than is offered by the telecommunications utilities that currently operate in Pendleton. Perhaps most importantly, however, is the fact that offering

Municipal Fiber Optic Utility

REEDSBURG, WI This town began the pioneering process of becoming a municipal fiber optic utility when it decided to connect town utility stations. From this initial infrastructure, support for a larger project grew rapidly, and the town decided to expand connections to local schools and each of 4,000 homes and 400 businesses. The total cost of the venture was \$13.8 million, which was made substantially higher because the community buried its fiber lines. Yet, only five years into the project, the town's investment has become cash-positive. At the same time, the town's residents and businesses benefit from state-of-the-art connections speeds and save several hundred dollars each year versus existing broadband companies. In addition, this project has created several new jobs within the community administering the new utility. (2008 Chaffee and Shapiro)

a fiber optic municipal utility would be easily publicized, would be a highly-desired amenity, and would provide an extraordinarily convincing reason for white collar businesses to locate in downtown Pendleton. This would not only provide Pendleton residents with additional good jobs, but would help to revitalize downtown.

Goal E: Alternative Transportation

Extend infrastructure

Simply put, Pendleton should extend sidewalks to developed areas adjacent to the urban core. This will promote walkability, decrease residents' reliance on cars, and improve local quality of life and land values. In some areas that were not developed at a human scale, Pendleton should extend pedestrian infrastructure as the first step in a larger program to begin to bring human scale and community character to these areas.

Create system spines

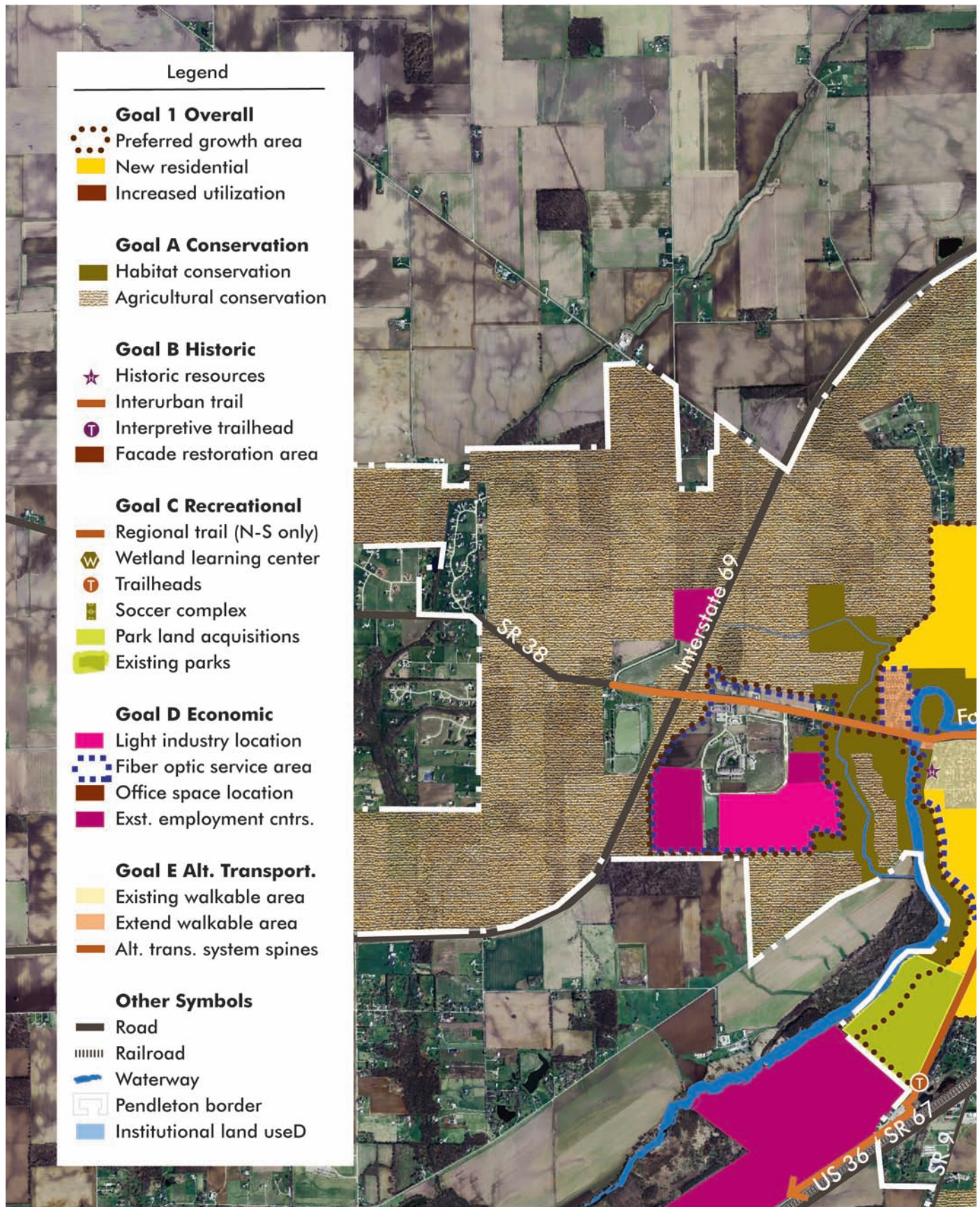
Every transportation network has a hierarchy. In Pendleton, the two essential alternative transportation connections are from the southern edge of the town, where the correctional facilities are located (which are major employers) to the northern edge of town, where the Flagship Enterprise Business Park is located (also the location of major employers); and from the western edge of town where

Remy International is located (again, a major employer) to the eastern edge of town where the high school, the grocery store, and many services are located. As the population center is located at the cross of these routes, building even only these routes will allow a large number of Pendleton residents to utilize alternative

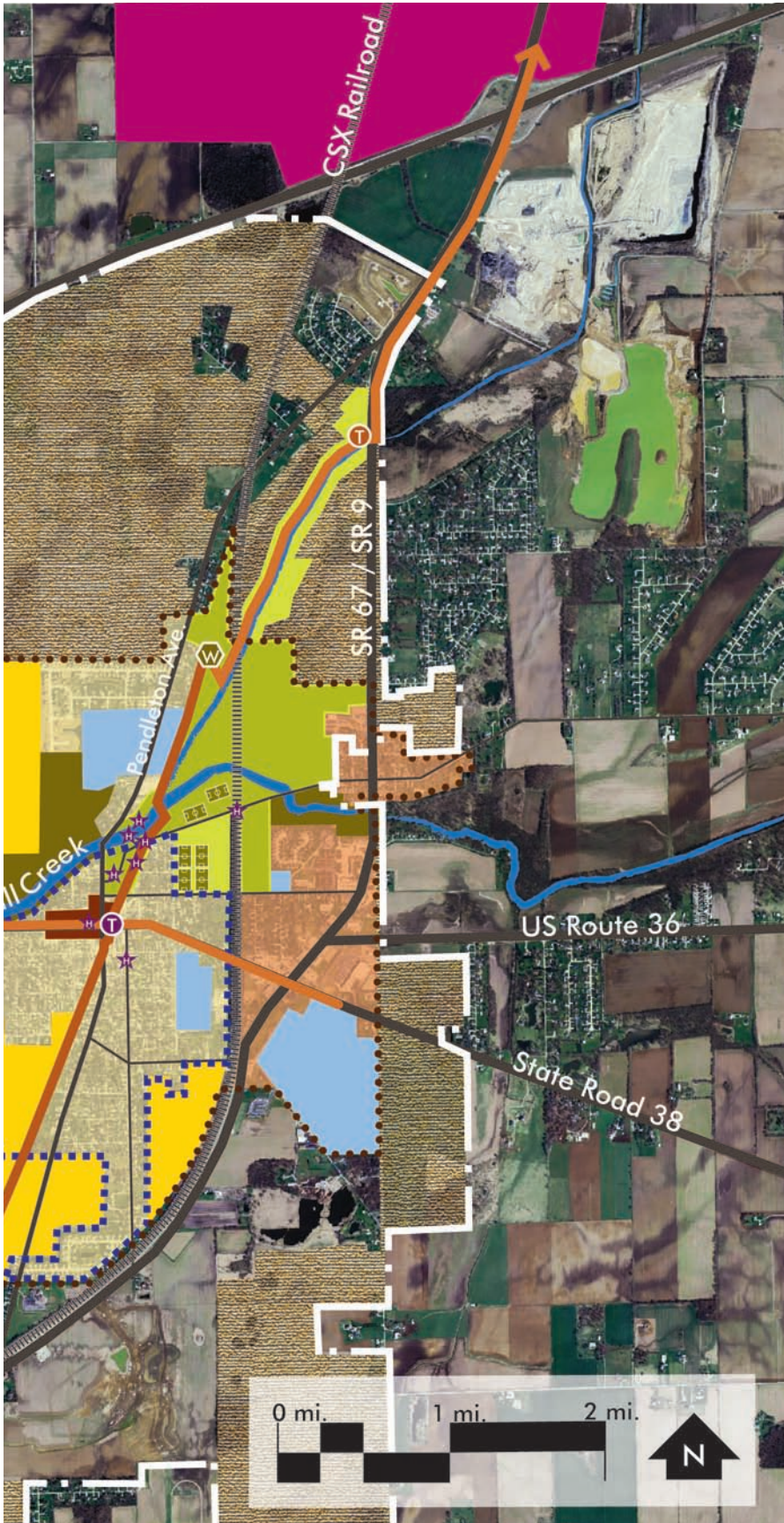
transportation as a means of going to work. In addition, the North-South system spine could and should double-task as the in-town leg of the regional trail connection called for in other components of this plan, which doubles the importance of that piece of alternative transportation infrastructure. Furthermore, if the trail is built on the former right of way of the interurban trail, the same piece of alternative transportation infrastructure will serve a historical interpretive purpose, connect with the Falls Park nature trails, connect Falls Park to the Idlewold Golf Course as called for in the 2010 Parks and Recreation Plan, and route regional trail traffic through downtown.

Alternative Transportation

INDIANAPOLIS, IN The Monon Trail is a 10.5 mile urban greenway that functions as one of the nation's busiest pieces of alternative transportation infrastructure. Stretching from 10th Street just northeast of Indianapolis' core, through a number of growing residential areas, to 96th Street, the trail links a wide variety of land uses. As a result, the trail is heavily used by recreational walkers and bikers, but is also a major commuting corridor. Also assisting in the trail's success are its connections to Indianapolis' broader trail system. Over 3 million people used the trail in 2009, the same year the trail was inducted into the national Rails-to-Trails Conservancy Hall of Fame. (2009 Greenways Foundation)



(P.5) Spatial graphic representation of strategies.
Comprehensive Masterplan. 2011.



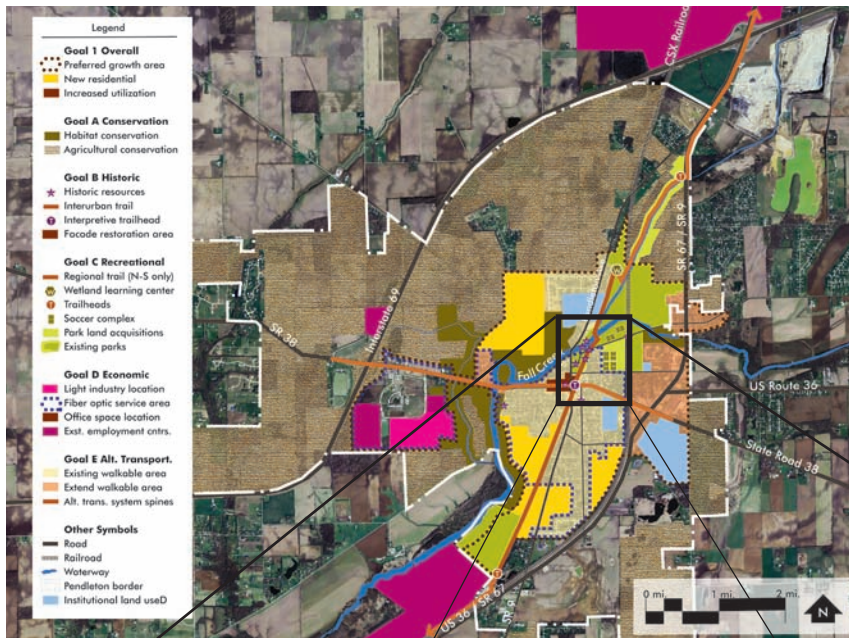
Comprehensive Masterplan



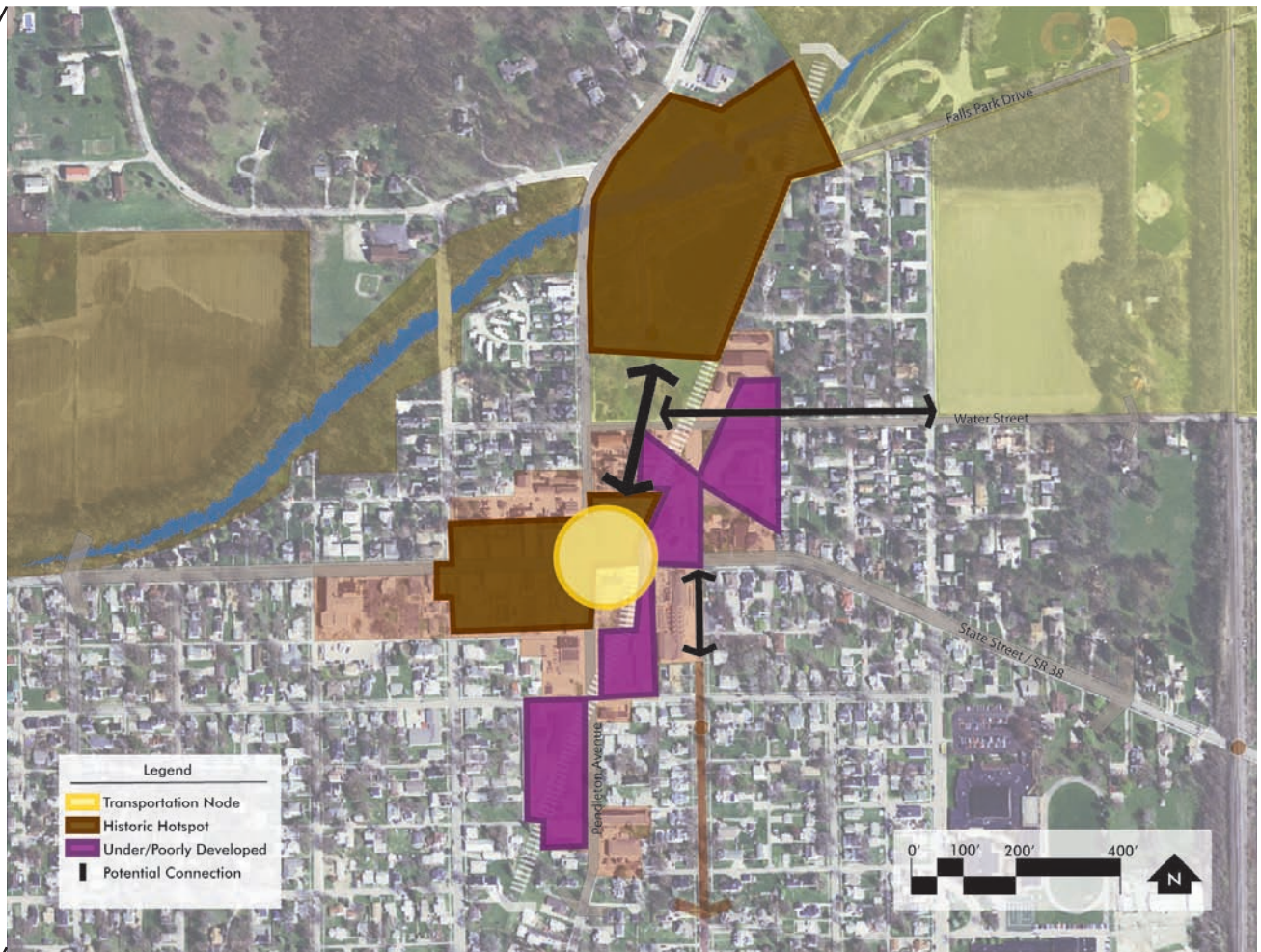
(D.1) Left: Restaurant between Pendleton Avenue and the Interurban right of way. **Cabbage Rose Eatery**. 2011.

(D.2) Right: Neighborhood candy store. **Local consumer establishment**. 2011.

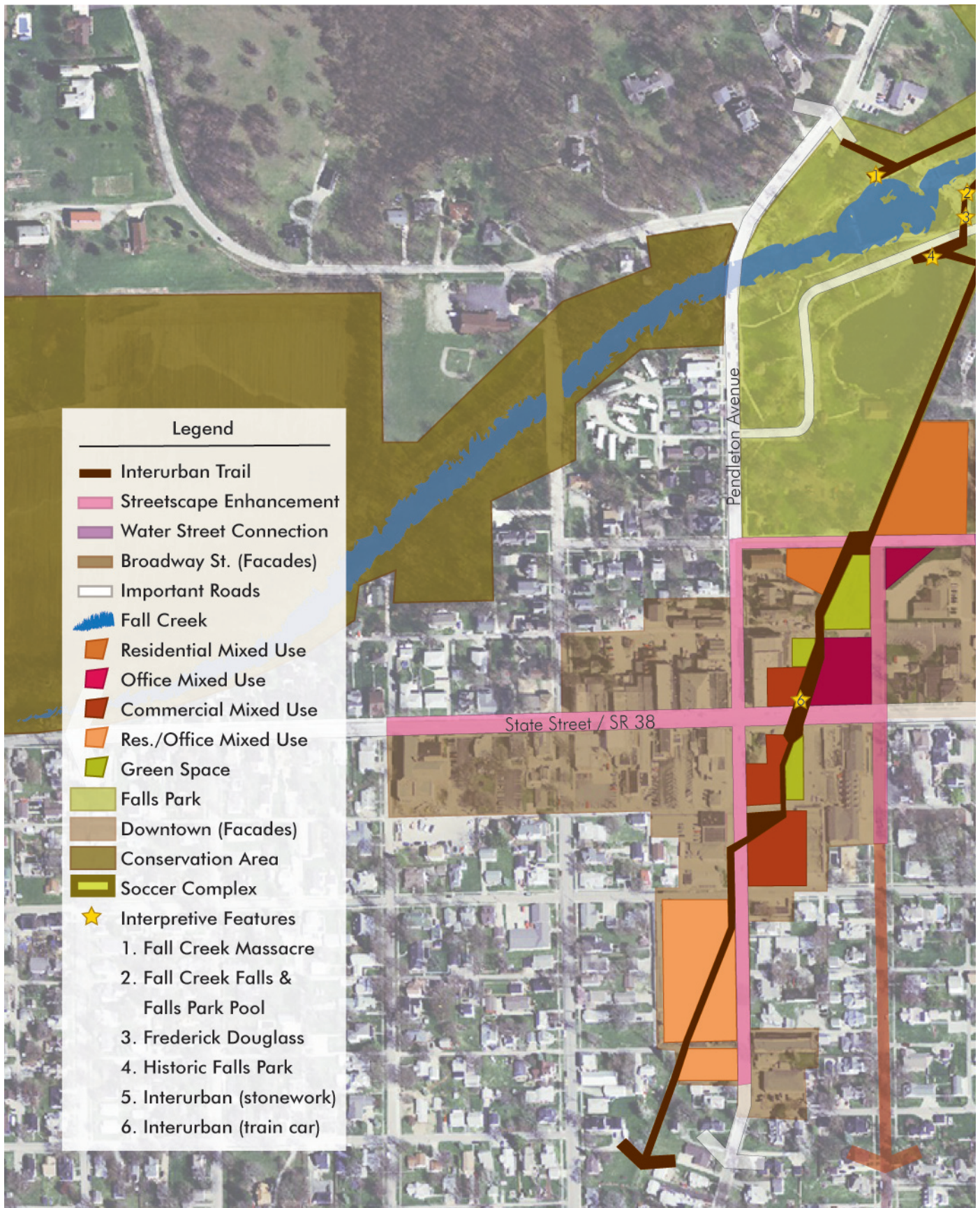




(D.3) Interurban corridor. Framework Plan Inventory/Interpretation. 2011.



(D.4) Infill & Connections. Framework Plan Concept/Analysis. 2011.



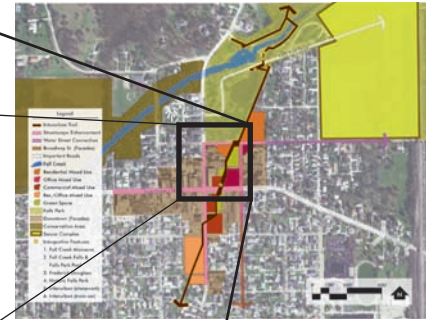
(D.5) Interpretive trail as infill catalyst.
Framework Plan. 2011.



Framework P l a n



(D.6) Spaces, connection, development quality.
Masterplan Inventory. 2011.



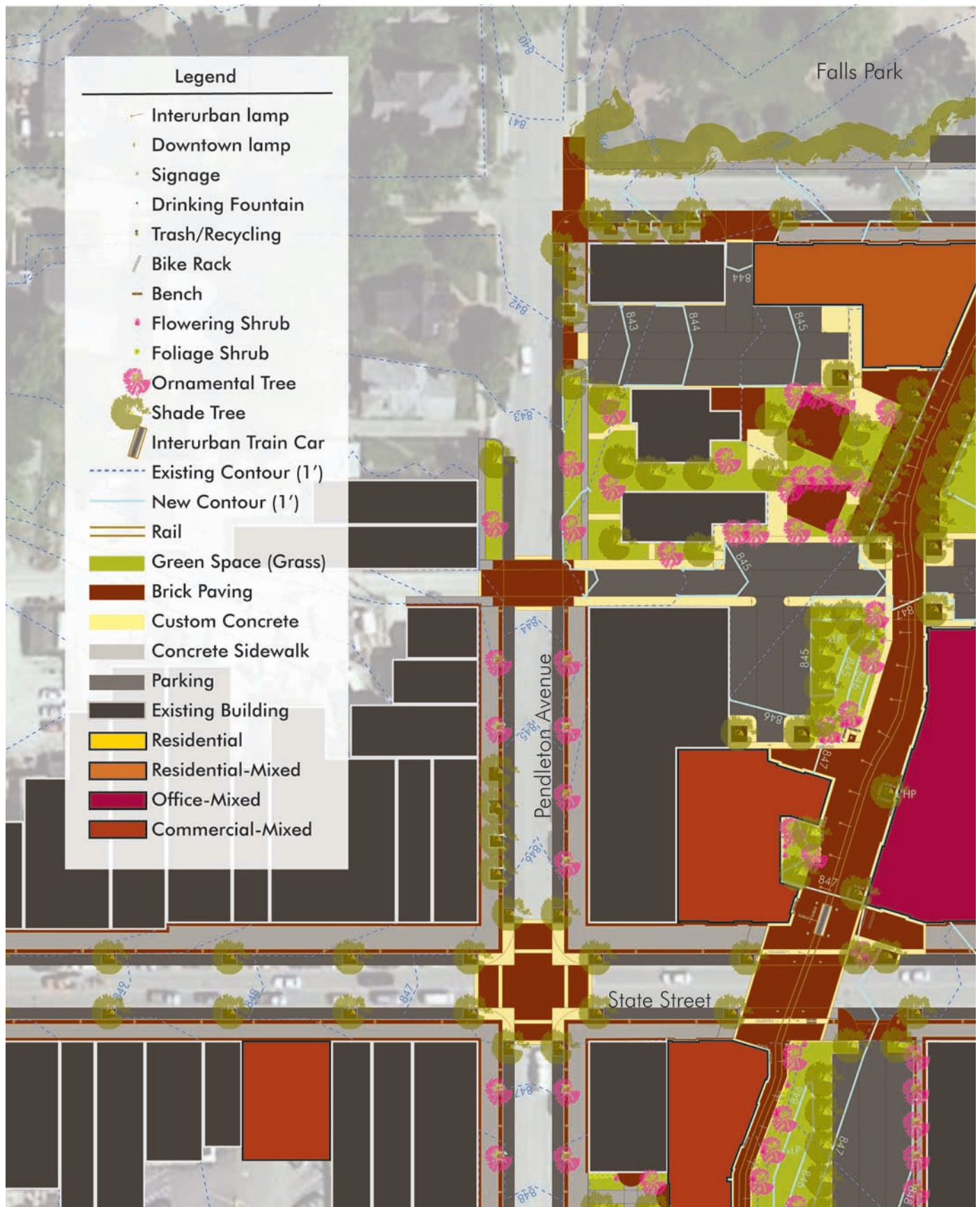
Masterplan Inventory



(D.7) Spaces, connection, bringing out green.
Masterplan Analysis & Concept. 2011.



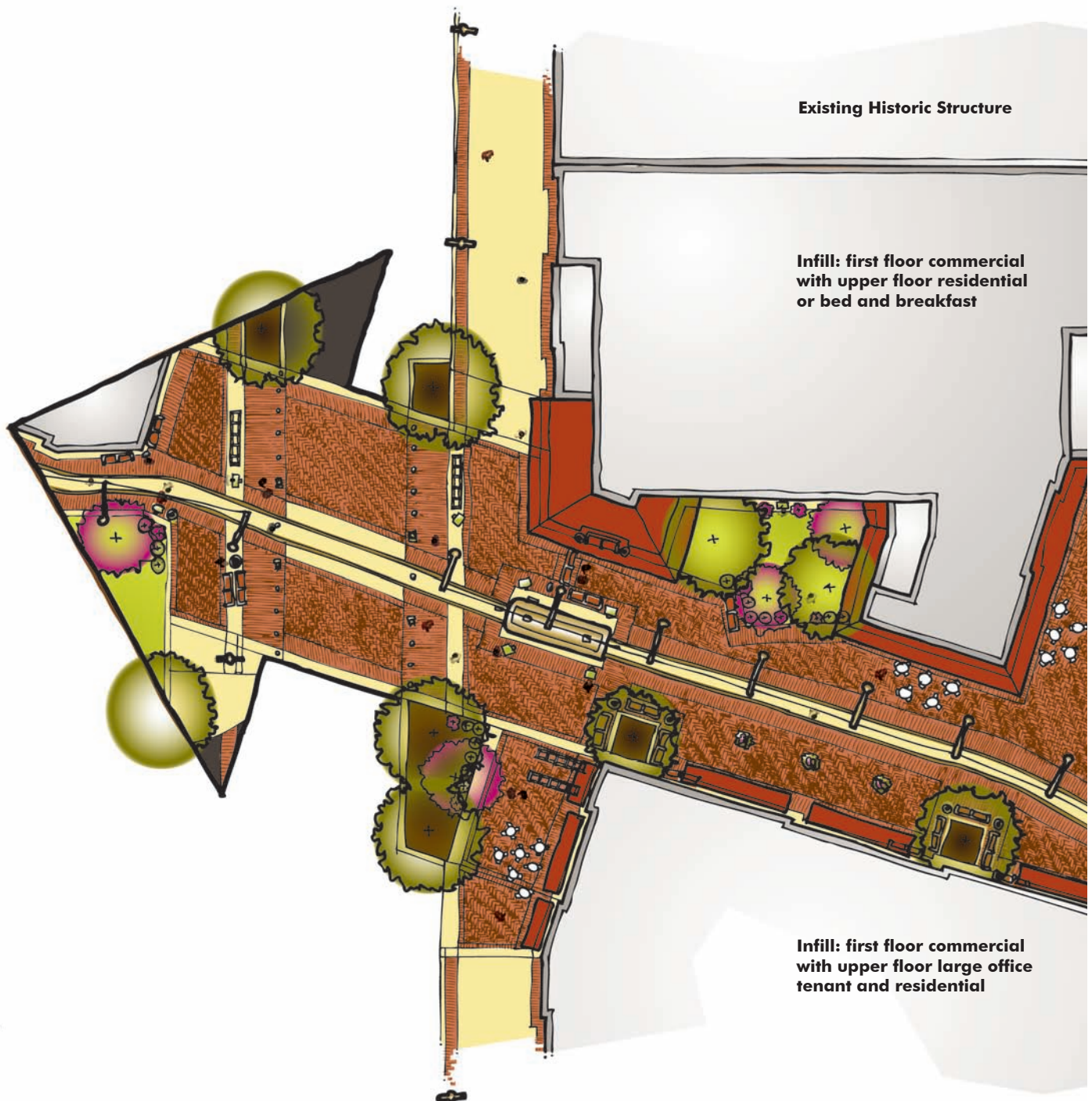
Analysis & Concept



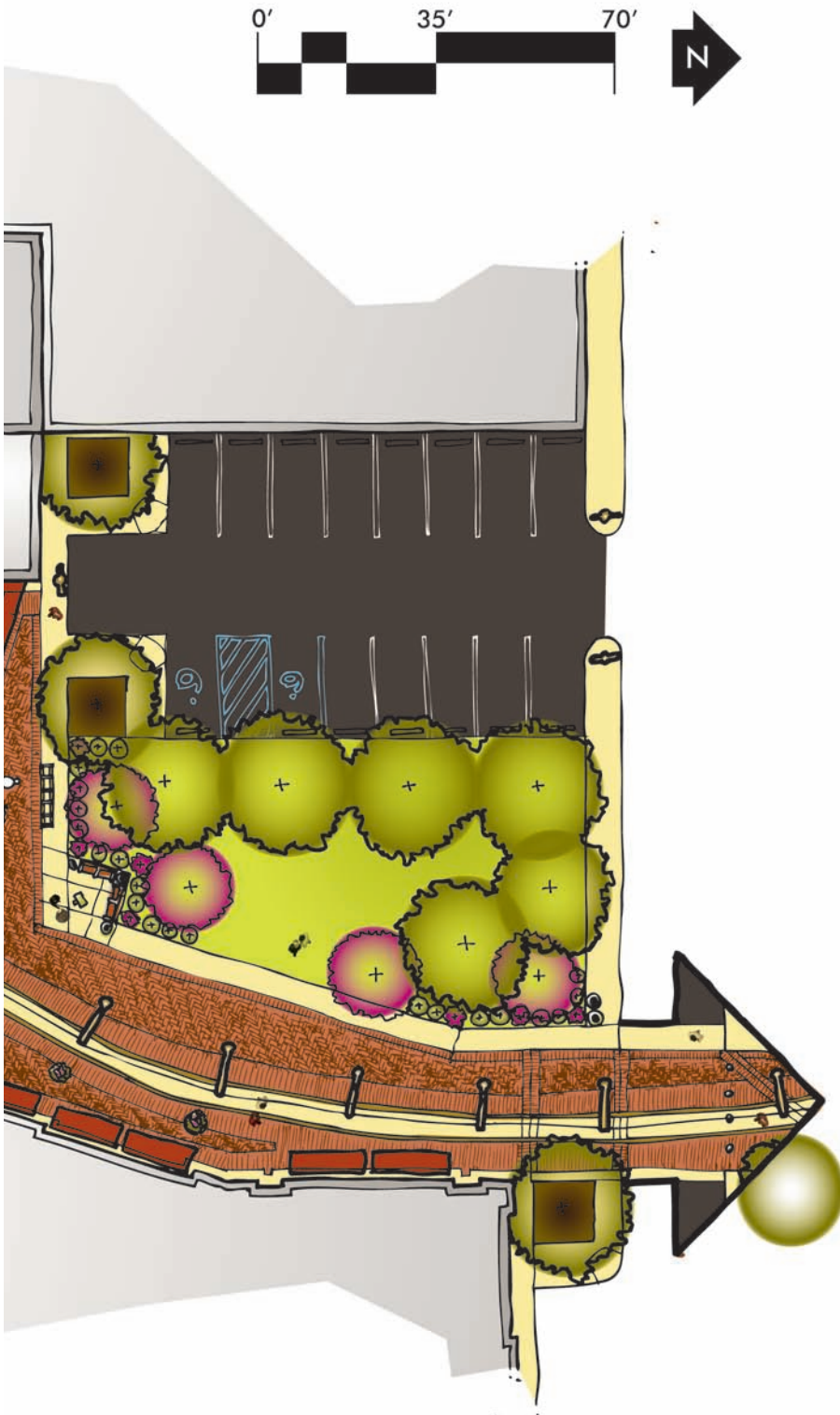
(D.8) Interurban Trail & associated infil, improvements, grading. **Masterplan.** 2011.



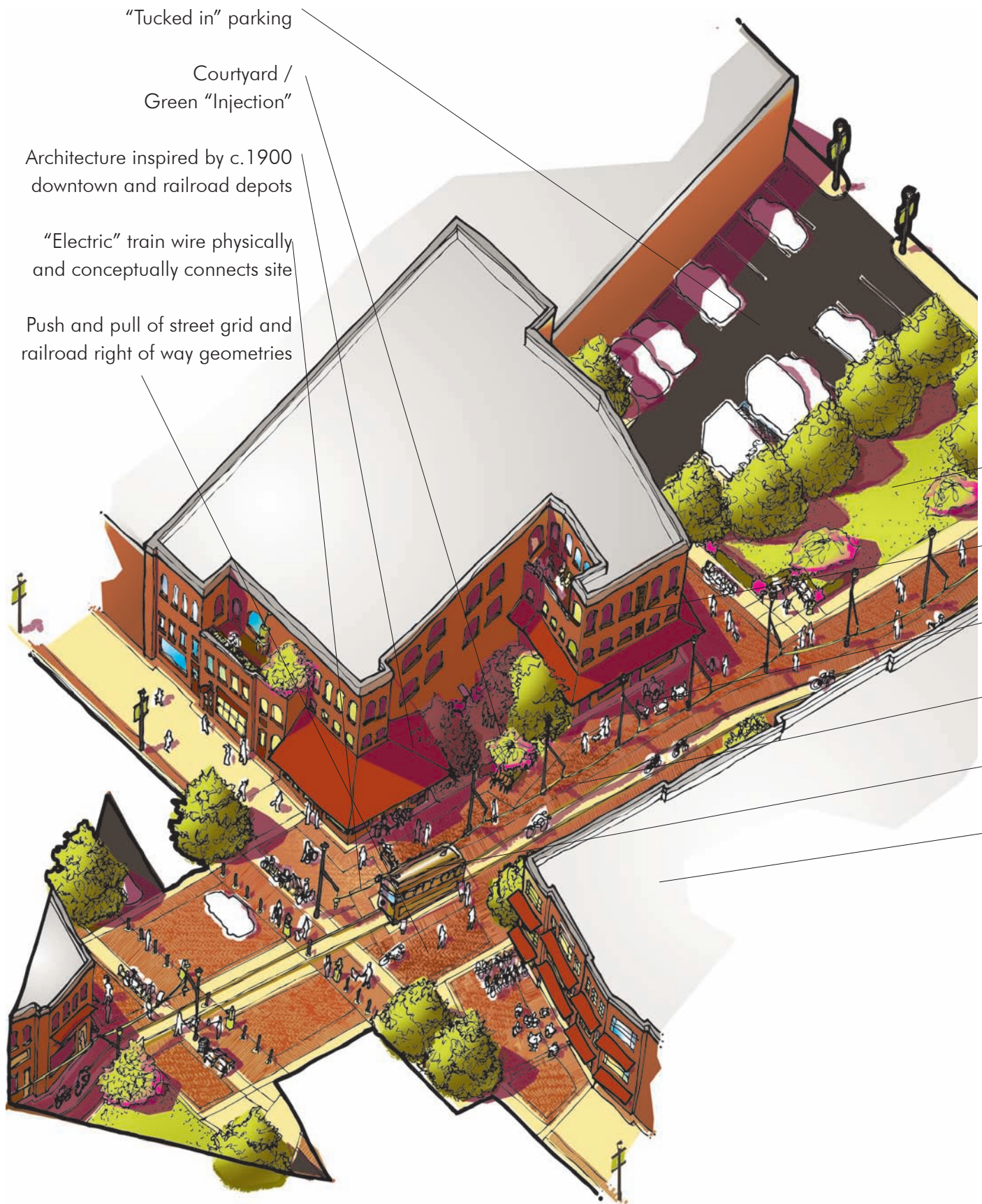
Masterplan



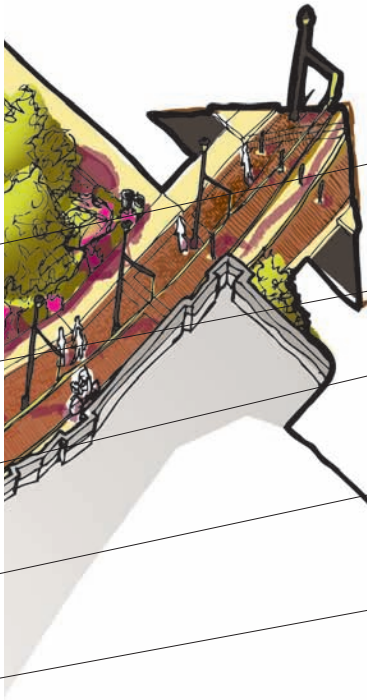
(D.9) Interurban Trail multipurposes as event space and public square. **Site plan.** 2011.



Site Plan



(D.10) Interurban Trail enhanced by green and historic amenities. **Axonometric View.** 2011.



Rest Area /
Green "Injection"

Upstairs Apartments

Outdoor seating for
restaurants and public use

Larger Space for Festivals and
Events

Train car as
triangulation/"pull"

Larger building for use by
large white collar employer
with first floor commercial

Axonometric V i e w



(D.11) Interurban wire ending. **State Street, Pendleton.** Flickr, Hoosier Recollections 2011.



(D.12) Rail construction. **Former Interurban right of way, Pendleton.** 2011.



(D.13) Existing trash receptacle style. **State Street, Pendleton.** 2011.



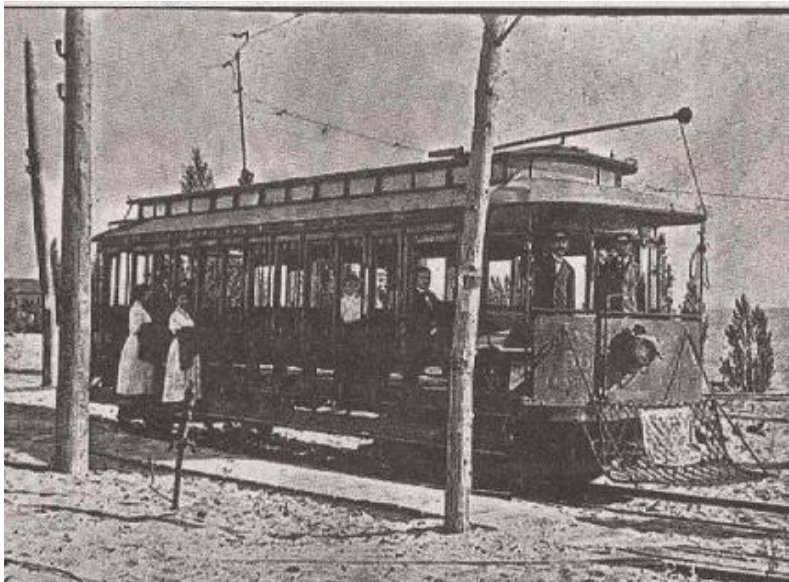
(D.14) Period lamp style. **Pendleton Avenue, Pendleton.** 2011.



(D.15) Signal light. Railroad catalog item.
Hensly 2011.

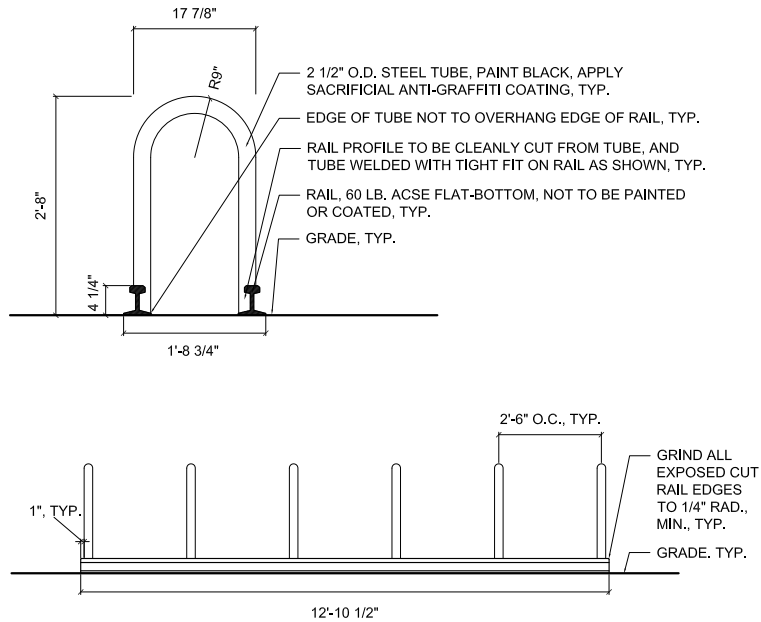


(D.16) architectural roofline inspiration.
Fortville watch tower. Hensly 2011.

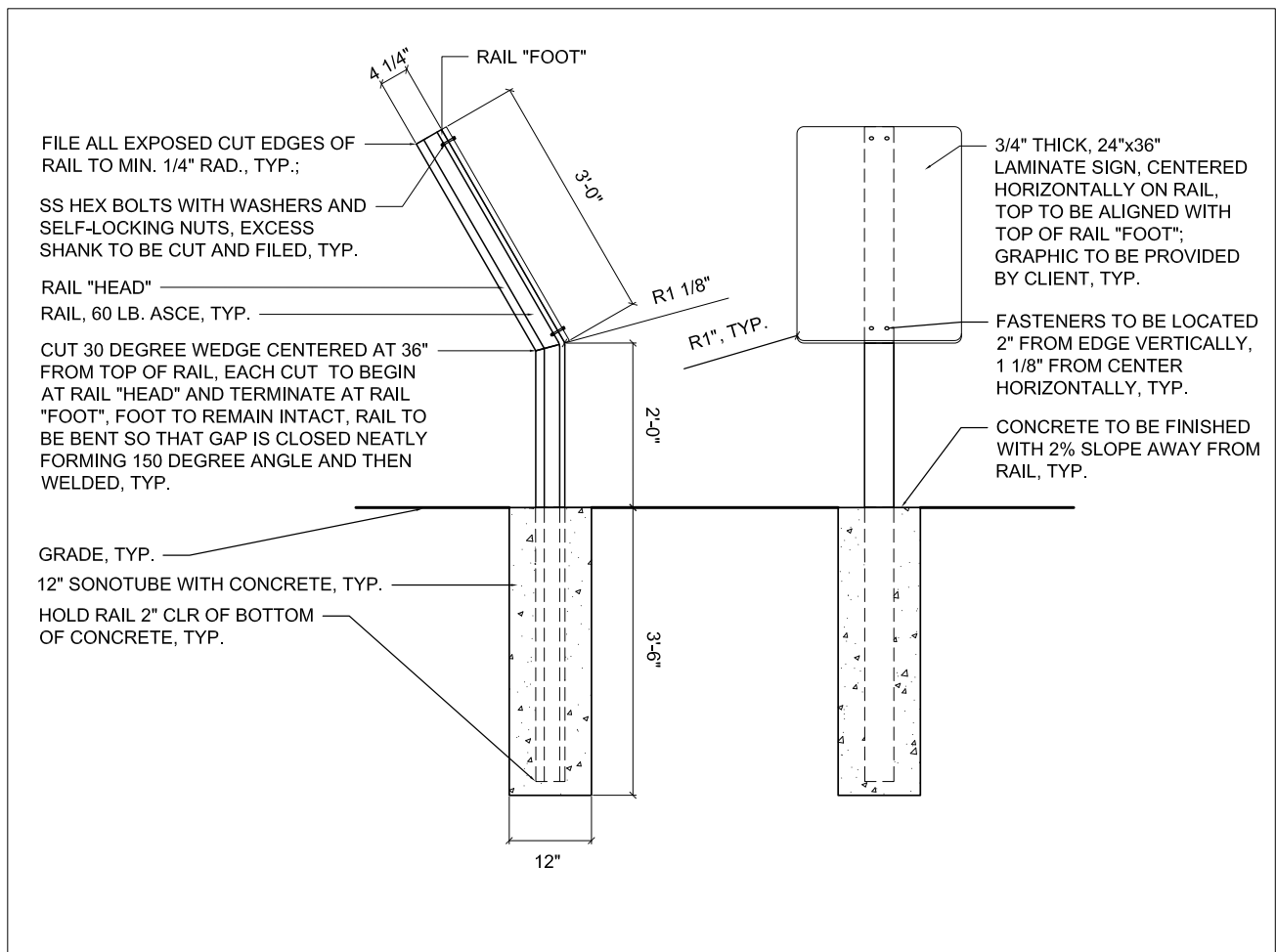


(D.16) Line of wires off of poles. Interurban
wires. Hensly 2011.

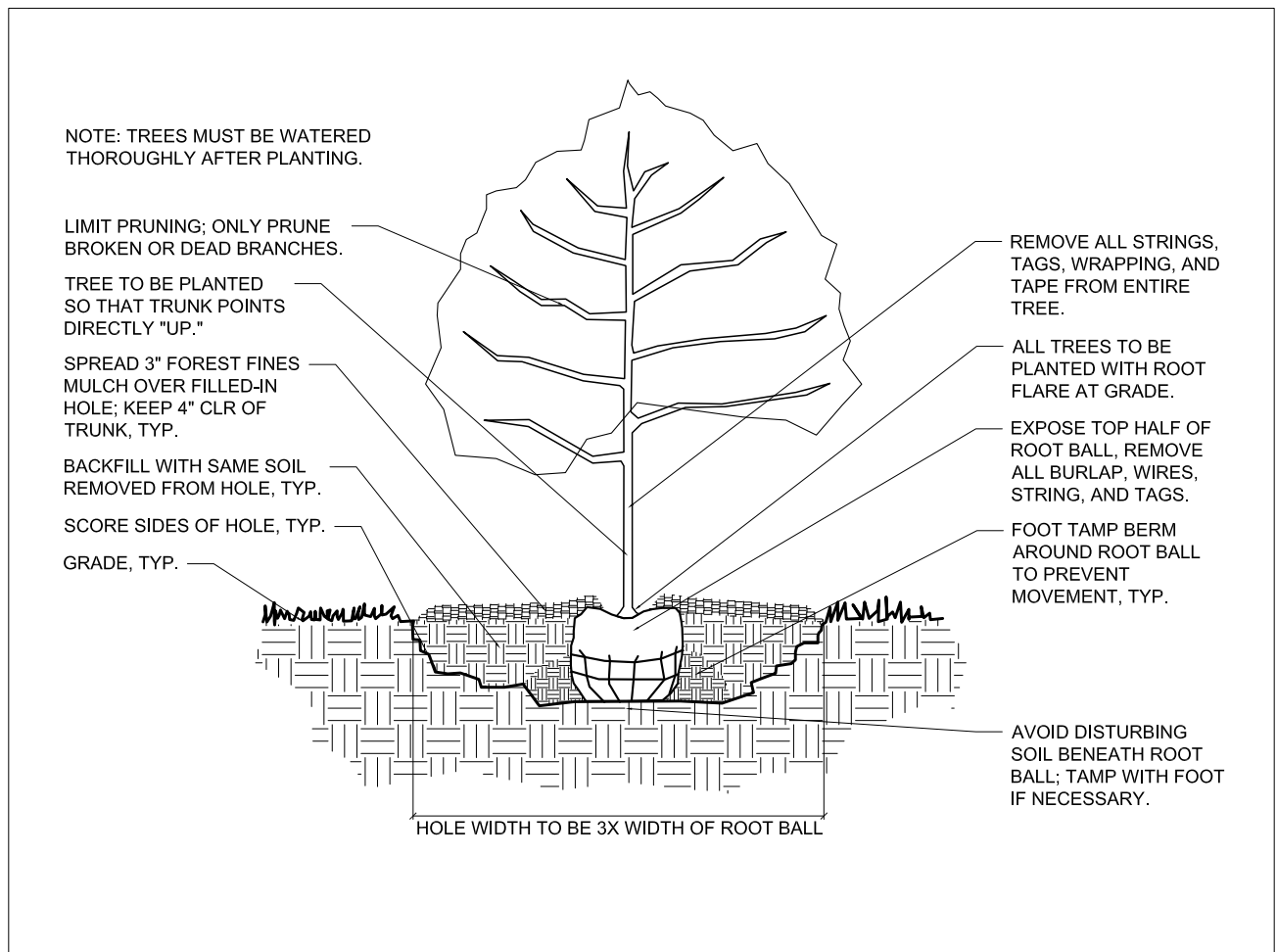
Design Inspirations



(D.18) Designed to bicycle comfort standards.
Rail bike rack detail. 2011.



(D.17) Signage with an evocative connection to place. Rail signage detail. 2011.



(D.19) *Installing the most important site amenity.*
Tree planting detail. 2011.

Details

Journey From Downtown to the Park - State Street facing South





Grade Crossing



Journey From Downtown to the Park - State Street facing North



D e p o t

Journey From Downtown to the Park - Middle of block facing South

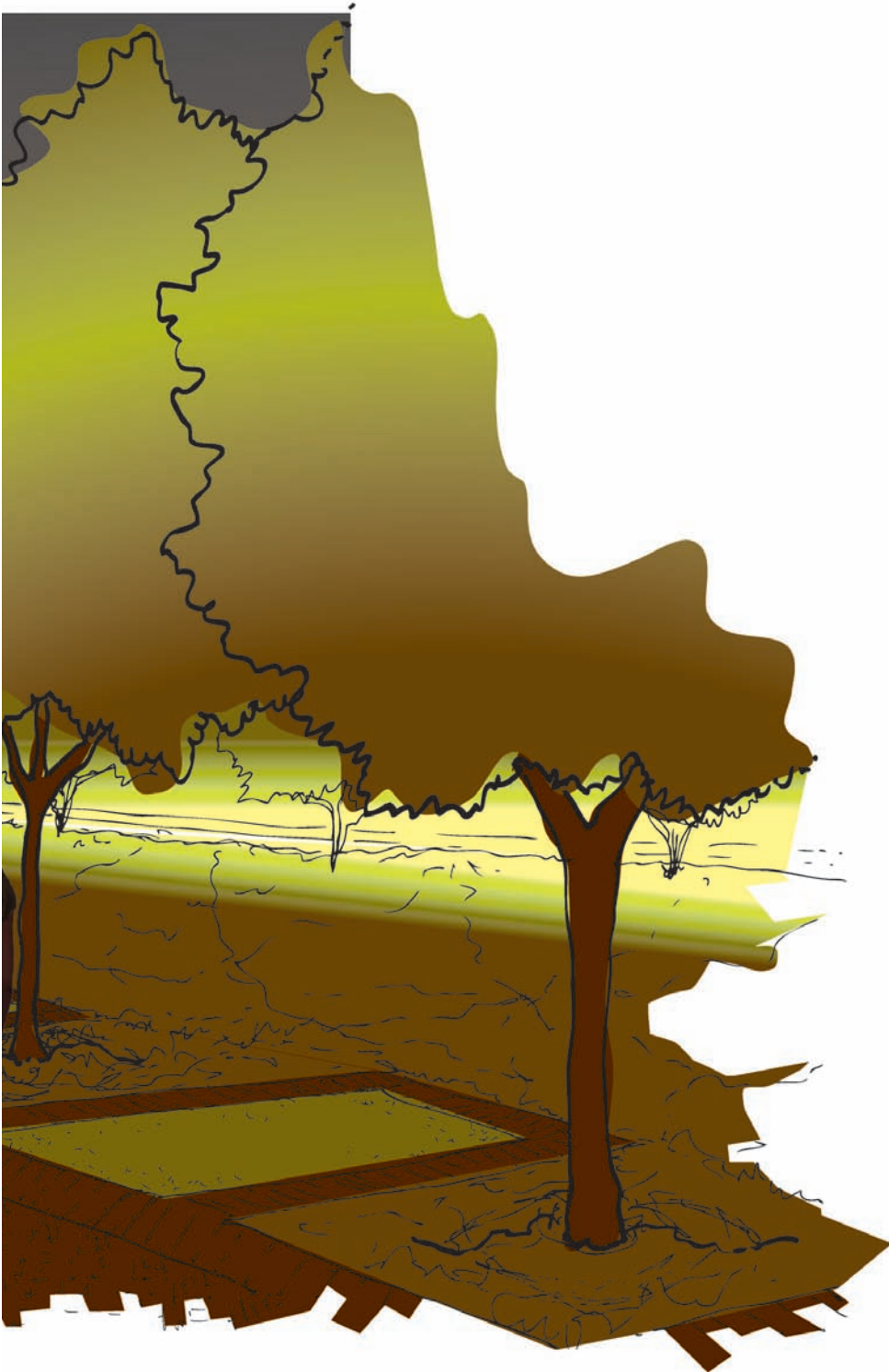




Courtyard

• Journey From Downtown to the Park - Middle of block facing North

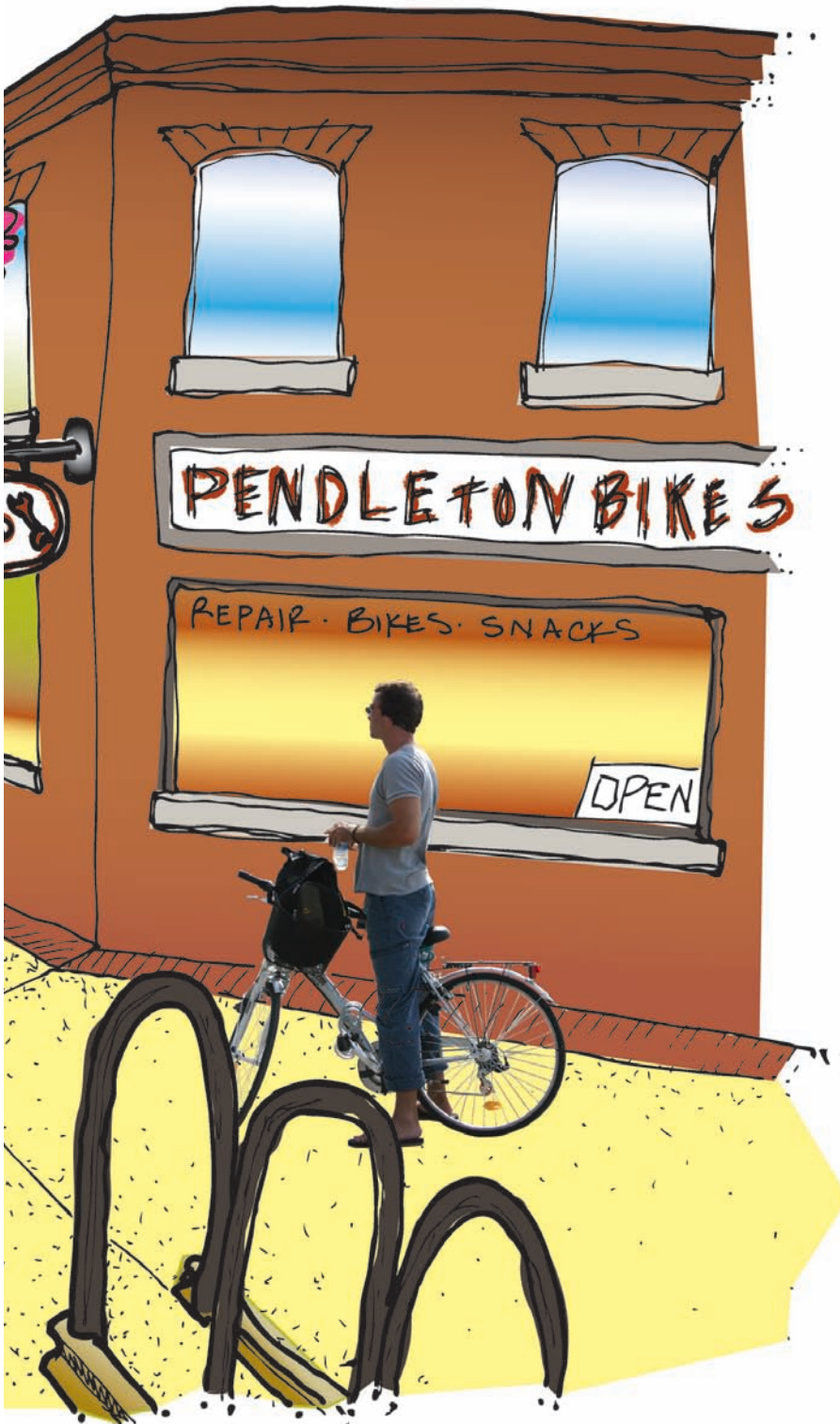




Promenade



Journey From Downtown to the Park - Falls Park facing North



P a r k Interface



(A.1) Left: Falls after a storm. **The Falls on Fall Creek.** 2011.

(A.2) Right: Pendleton's railroad history is impressive. **CSX railroad at Pendleton Avenue.** 2011.





(A.3) Above: Pendleton's less wild wildlife.
Geese in Falls Park. 2011.

(A.4) Right: The Annual Highway 38 Sale is
widely publicized. **Kodiak Traders.** 2011.

Presentation

This project was presented at the College of Architecture and Planning on April 25, 2011. The presentation took place from approximately 1:30 pm to approximately 2:00 pm in room 425. The following individuals were in attendance:

Malcolm Cairns
Rai Corbus Duffy
Britney Harvey
Chris Marlow
John Motlock
Jody Naderi
Burcu Yigit Turan



Appendix A: Presentation

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(A.5) Right: new culture in Pendleton. **The Wine Stable.** 2011.

Appendix B: References

